

Report of Survey of Partners

FINAL REPORT

This evaluation study reports the results of research and analysis undertaken by the U.S. Census Bureau. It is part of a broad program, the Census 2000 Testing, Experimentation, and Evaluation (TXE) Program, designed to assess Census 2000 and to inform 2010 Census planning. Findings from the Census 2000 TXE Program reports are integrated into topic reports that provide context and background for broader interpretation of results.

Prepared by Westat
Jim Poyer, Project Manager
Planning, Research, and
Evaluation Division

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EXECUTIVE SUMMARY

The mission of the Partnership Program was to develop an aggressive and comprehensive program that incorporated the efforts and resources of government units, community-based organizations, religious groups, and businesses to assist the Census Bureau in conducting an efficient, accurate census.

The primary goals of the program were to:

- Increase mail response rates;
- Reduce the differential undercounts; and
- Communicate a consistent Census 2000 message.

To achieve these goals, the Census Bureau formed partnerships with state, local, and tribal governments, nongovernmental organizations, community groups, the media, and private sector businesses. The Census 2000 Partnership Program also included 690 partnership staff at headquarters and across 12 regions.

We conducted a survey-based study to evaluate the program's effectiveness from the partners' viewpoint. A model of organizational relationships (Henderson, 1990; Martin and Toney, 1992) was used as an organizing framework for the evaluation. The components of the model addressed by the survey were:

- Benefits: benefits partners expected to achieve from their partnerships with the Census Bureau;
- Census Bureau contributions to the partnership: the wide variety of materials Census provided to participating organizations;
- Partner contributions to the partnership: a) activities partners conducted to publicize and increase awareness of the census, to get their target populations counted, and to assist with Census Bureau operations and initiatives; and b) financial contributions and in-kind contributions partners made to support and promote Census 2000 efforts; and
- Linkages: structures and processes that existed between the Census Bureau and partners to accomplish partnership goals.

Census Bureau staff drew a stratified random sample of 15,803 from a frame of partners that were entered in the Contact Profile Usage and Management System at the time the sample was drawn. Data were collected over a six month period by both mail and Computer-Assisted Telephone Interviewing methods, and the survey achieved a 67.9 percent response rate. Our key

findings follow.

Benefits partners hoped to achieve by participating in the Partnership Program

Seventy to 81 percent of partners responded that they placed “Moderate emphasis” or “A lot of emphasis” on each of five Partnership Program goals. Partners’ expected benefits of participation were aligned with the Census Bureau’s goals for the program.

Census Bureau's contributions to the partnership

From the partners' view, contributions the Census Bureau made were highly valued. The majority of partners (ranging from 71.3 percent to 88.0 percent) that used each of the 18 types of materials rated that material as "Moderately Helpful" or "Very Helpful." Non-English materials were used by more than 90 percent of all organizations that received them, and these materials were also rated as "Moderately Helpful" or "Very Helpful" by more than 80 percent of partners that used them.

Partners' contributions to the partnership

Seventy percent of respondent organizations reported that they conducted one or more activities. Mean ratings for all activities were above the 3.1 level of the four-point scale (1 = "Not at all Helpful" to 4 = "Very Helpful"), indicating that across all partners, every activity was considered to be at least "Moderately Helpful" in achieving Partnership Program goals. Relatively few of the partners responded that they made any type of financial contributions to the partnership. Results indicated that partners contributed more in terms of resources (e.g., staff time, space, materials, etc.) rather than spending organizational funds.

Helpfulness of procedures and processes (e.g., liaisons, Partnership material supply process) used to facilitate the work relationship

The majority of partners (70 percent) reported that Census Partnership Specialists helped them promote Census 2000. More than half of the partners reported that the direct Census support and Census participation in their activities was helpful. Overall, partners were satisfied with the process in place to furnish them with Partnership materials.

Satisfaction of partners with their participation in the Partnership Program

A majority of partners indicated that the Partnership Program helped them to reach their goals for participating, more so for goals of reaching and educating the target population (67 percent and 72 percent, respectively) than for minimizing the target population's fear of providing information to the government (60 percent).

Partners willingness to partner with the Census Bureau again

Of partners expressing an opinion (79 percent of all partners), 84 percent were positive about their intent to participate as partners again. This result suggests the overall success of the program.

Overall Recommendations

Practices that should stay the same:

- Continue to define common goals that partners perceive as benefits, to attract them to the program.
- Continue use of the variety of materials for education and awareness.
- Continue to make use of the specific materials that were rated most used and most helpful.
- Continue to develop and use language-appropriate materials.
- Encourage future partners to conduct the types of activities that partners considered successful during the Census 2000 cycle.
- Continue to provide liaison support to partners through Partnership Specialists.
- Continue to provide direct Census support for partner activities and Census participation in those activities.

Practices that should change:

- Research and address other goals organizations might have for participating in the Partnership Program.
- Make partner benefits more explicit.
- Re-evaluate the future use of specific materials that were rated least used and least helpful.
- Modify programs to require partners and Census partnership specialists to retain financial data.
- Research partners' needs for and provide formalization of partnership between partners and the Census Bureau.

- Improve the process for furnishing materials to partners.
- Establish a standard communication process for the Partnership Program to provide better communication between Partnership Specialists and partners and between local level Census employees and all levels of Census partnership staff.
- Examine the organizational behavior model and consider restructuring the program based on categorization of relationships with different varieties of organizations.
- Incorporate qualitative feedback obtained from partners into any plans for improvement for the next census cycle.

1. BACKGROUND

1.1 Description of the Partnership Program and Partners

A significant priority for Census 2000 was to build partnerships at every stage of the process to provide accurate and complete population counts, and meet critical national data needs for the next decade. Because the Census Bureau could not effectively conduct the census alone, it gathered strong partners that helped accomplish its goal of achieving a complete count. The Census Bureau developed partnerships with state, local, and tribal governments; non-government entities including national and community organizations; various businesses; and the media.

The Partnership Program was a means of indirectly encouraging mail response from those people who were not persuaded to respond to the census by direct mail, advertising, or other methods. It complemented traditional channels of communication by spreading information about the census, by assuring people that it was beneficial to participate, and by providing help if needed.

Partners held press conferences, wrote newsletters and/or articles, distributed brochures and handouts, and issued public statements of endorsement. Partners developed local plans of action, provided formal partnership agreements, initiated and participated in local events, and implemented special projects and initiatives. These projects and initiatives included Complete Count Committees, Census-in-Schools for partner schools, Religious Organizations, Tribal and Governor's Liaisons, Media, and Promotional Materials.

The mission of the Partnership Program was to develop an aggressive and comprehensive program that incorporated the efforts and resources of government units, community-based organizations, religious groups, and businesses in assisting the Census Bureau to conduct an efficient, accurate census.

The primary goals of the program were to:

- Increase mail response rates;
- Reduce differential undercounts; and
- Communicate a consistent Census 2000 message.

The Census 2000 Partnership Program consisted of 690 partnership staff throughout the 12 Census regions and at headquarters, approximately 140,000 partners nationwide, approximately 600 partners from national organizations and corporations, and 73 federal agencies. In addition, the Census Bureau partnered with Fortune 500 companies to promote the importance of the census through the services and products they provided. There were approximately 265 Fortune

500 and other national companies and about 300 national organizations that partnered with the Census Bureau for Census 2000.

1.2 What this evaluation studies

This evaluation is an important tool to determine the program's effectiveness from the partners' perspective. This study was conducted to evaluate, based on partners' opinions, how effective the program was in reaching the public and how helpful the components of the Partnership Program were in achieving the Census Bureau's stated goals of the program. The evaluation was conducted by a survey (included in Appendix A) of organizations that participated in the program. The Survey of Partners focused on the following main components:

- Materials: The Census Bureau supplied materials to partners, including: fact sheets, non-English informational materials, handbills, posters, informational videos, Congregational packets, Census-in-schools materials, drop-in news articles and newsletters, promotional items (e.g., buttons, pencils, magnets, mugs, key chains, etc.), a Partner newsletter, press releases, and example Census 2000 forms.
- Activities: Partner organizations conducted activities to support and promote the Census 2000 effort. Partners provided support for Census 2000 in diverse ways, such as conducting publicity events, holding or sponsoring community-based events, providing assistance to Census takers in Hard-to-Enumerate areas, establishing Complete Count Committees, holding public and in-house meetings, and assisting with Census-taking operations (e.g., helping to update addresses, supporting a Questionnaire Assistance Center, identifying unusual housing units, etc.).
- Financial support or "value-added" contributions: Partner organizations may have spent funds to assist with the Census, or donated staff time, space for testing and training potential employees, or developed materials to support and promote Census 2000.
- Liaisons: The Census Bureau provided partnership specialists to work with organizations in conducting workshops, speak at meetings, provide support for the partnership efforts, and assist in educating the public about the importance of responding to the Census 2000 questionnaire. Organizations may also have provided their own internal liaisons to work with the partnership specialists in coordinating their organizational efforts.

1.3 Framework for the Evaluation: Overview of the Partnership Model

A key challenge for this evaluation was to identify a way of organizing information about the relationships between the Census Bureau and the large number and variety of partner organizations. The solution was to apply a general model of organizational relationships to the research questions the Census Bureau wanted to address in the evaluation. This model was first

developed based on a study of partnerships (Henderson, 1990), then expanded to cover other kinds of organizational relationships (Martin & Toney, 1992; Toney & Martin, 1992). The background assumptions of the model are:

- 1) The underlying success of any organizational relationship depends on how the separate interests of each participating organization are served;
- 2) The underlying success of a partnership depends on how both the separate and joint interests of each participating organization are served;
- 3) The dynamics of organizational relationships show an orderly process including preparation, formation, and execution phases; and
- 4) Most levels and types of organizational relationships can be better understood by studying one or more of the components found in this dynamic process.

The full version of the model includes six discrete components of forming and maintaining partnerships. For the purposes of this evaluation, only those model components relevant to the Census Partnership effort were used. The survey provides only the partners' perspective on the components of the model. The three relevant relationship components of the model are defined as follows:

- 1) Benefits: each organization has benefits that it seeks to achieve from a relationship with another organization, e.g., improvements in a process or product, reaching common goals.
- 2) Contributions: those inputs that each side provides to allow the benefits to be achieved, e.g., staff skills, financial resources, staff time.
- 3) Linkages: the structures that exist or are developed between organizations to accomplish the desired interactions, e.g., procedures, processes, liaisons.

1.4 Applying the model to the evaluation

The Census 2000 Partnership Program sought to achieve its goals by building relationships with a large number of organizations. These relationships were focused on a few concrete goals from the Census perspective:

- Increase mail response rates;
- Reduce differential undercounts; and
- Communicate a consistent Census 2000 message.

On the whole, the organizations included in the Partnership Program were very diverse in terms of their focus, reasons for existing, geographic coverage, and interest in partnering with the Census Bureau. This diversity also influenced the application of the model to the evaluation. The analytic goals of the evaluation, based on the Partnership Model, included:

- Identifying the desired **benefits** and planned **contributions** each side brought to the partnerships.
- Examining the success of the partnership in terms of how each side's **contributions** were viewed by partners and how well the **benefits** were achieved.
- Studying the impact of Census liaison support as a way of creating **linkages** between the Census Bureau and the various organizations.

The practical application of the model to the Survey of Partners evaluation was that it:

- Helped to put the Census 2000 Partnership Program in context, relating program goals to an effective evaluation strategy.
- Provided a rationale for the research questions the Census Bureau sought to answer and put them into a logical context for the overall evaluation.
- Helped to identify questions to add to the initial evaluation design, increasing the value of all questions.
- Provided a way of looking at the program success across many different types of organizations and relationships.

Throughout this report, the Partnership Model will be referenced as necessary to explain the logic behind a set of questions, or to provide insight into how specific findings reflect on overall success of the program. We use the underlying temporal order suggested by the model (e.g., preparing for forming a partnership, then developing and implementing it) to organize topic areas for the results section, to discuss the findings for the specific research questions that drove this evaluation, and to present recommendations.

2. METHODS

2.1 Evaluation design

We designed the evaluation to collect information (opinions and financial data) from a sample of partner organizations drawn from a list of all organizations in the partner frame. The Census Bureau identified initial content for the questionnaire instrument based on input from subject matter experts from Partnership staff and conducted cognitive interviews with several potential

respondents. The content was then developed and refined through pretests and focus groups. Based on the Partnership model, Westat reorganized the existing content areas and items, provided new items, and revised the scales accompanying the content areas.

To formally pretest the questionnaire, Census selected nine partner organizations in the local area that were representative of strata of interest (see below). Westat conducted pretests with contact persons from these organizations to evaluate and refine the questionnaire content. Based on feedback provided during these think-aloud protocols, the questionnaire was revised to simplify: (1) the level of judgments required of respondents, (2) the instructions for completing questionnaire sections, and (3) the questions for capturing financial data (dollars spent and value of in-kind contributions).

We conducted this evaluation using a design that incorporated mail-based and Computer-Assisted Telephone Interviewing (CATI) methods of contacting potential respondents.

2.2 Sample selection

The frame was constructed from several sources. The May 2000 Contact Profile Usage and Management System (CPUMS) list of 112,171 organizations (built and maintained by Census partnership specialists in field positions) was the basis for most of the frame. Census headquarters staff took the following steps to construct the mailout frame:

- Deleted 2,889 duplicates;
- Added 542 organizations (from three additional lists of partner organizations) not already included in the CPUMS database; and
- Arrived at a total of 109,824 in the mailout frame.

The three supplemental lists, with number of organizations added from each, were:

- Federal government headquarters establishments (80);
- Large business and nonprofit organization headquarters establishments (444); and
- Governors' Liaisons (18).

Twenty strata were defined for use in selecting the sample from the 109,824 mailout frame, based on various combinations of organization type or affiliation (e.g., government, non-government, private business), geographic focus of organization (i.e., national vs. local), and the race/ethnic group(s) targeted by partner organizations. The six main categories of strata were:

- 1) Federal Government organizations
 - National

- Local
- 2) Media organizations
 - Hispanic (of all races)
 - American Indian/Alaska Native
 - Black/African American
 - Asian/Pacific Islander
 - Multiple Races/White/Other (Non-Hispanic)
 - 3) For-Profit Private Businesses
 - National
 - All others
 - 4) National non-government organizations (including national governmental association)
 - 5) Local non-government organizations
 - Hispanic (of all races)
 - American Indian/Alaska Native
 - Black/African American
 - Asian/Pacific Islander
 - Multiple Races/White/Other (Non-Hispanic)
 - Arab (as defined by ancestry in CPUMS)
 - African/Caribbean immigrant (as defined by ancestry in CPUMS)
 - 6) State, local, and tribal government organizations
 - Governor's liaisons
 - Municipalities from the 25 largest U.S. metropolitan areas
 - Other state, local, and tribal governments not elsewhere included

The Census Bureau selected a stratified random sample of 15,803 organizations. This total included 336 partner organizations from Puerto Rico. There were large differences in strata sizes. Fifteen hundred partner organizations were randomly sampled from each of seven large strata. The 13 smaller strata were sampled with certainty, to ensure sufficient sample size for comparing partner organizations that targeted specific populations in combination with organization type. A detailed listing of the weighted sample size (after data collection) by stratum is included in Appendix B.

2.3 Survey administration

The six-month data collection phase occurred between October 2000 and March 2001. The specific steps of the data collection design were:

- 1) Mailing of an advance letter to all partners in the sample.

- 2) Mailing of the first questionnaire and cover letter to all partners in the sample.
- 3) CATI call to nonrespondents to: (a) remind them to complete the survey if received but not yet returned, (b) obtain the name of a more appropriate (substitute) respondent than originally associated with the database entry, c) update out-of date address information, or (d) (in cases where the survey had just been returned but not yet received at Westat), to thank those who said they had already returned the survey.
- 4) Mailing of a second copy of the questionnaire to nonrespondents -- with a more strongly worded appeal to complete it in a timely manner.*
- 5) CATI administration of the questionnaire to remaining non-respondents.

*Note: A third mail-out step was conducted to a limited number of cases for which address updates were obtained very late in the first CATI call stage.

2.4 Outcome rates achieved for the survey

At the end of the phases of mail and CATI data collection, we assigned final result codes to all cases in the sample. There were 9,057 respondent organizations of the 15,803 sample, including 136 Puerto Rico respondents. Mail responses accounted for 63.9 percent of the total, and CATI interviews accounted for 36.1 percent of the total responses.

The American Association for Public Opinion Research (AAPOR) advocates that survey researchers use common codes to report dispositions of sampled cases and common definitions in reporting survey methods, whether for private industry, academic, or government sector work. Using AAPOR Standard Definitions (AAPOR, 2000) formulas, we calculated rates for contact, cooperation, response, and refusal. A first step in identifying whether nonresponse error exists, and what its sources might be, is to calculate these rates. Outcome rates -- both weighted and unweighted percentages -- are presented in Table 1. Following AAPOR procedure, rates were calculated with duplicates excluded. Both contact and cooperation rates were high (77.2 percent and 88.7 percent, respectively, weighted percentages), indicating that those organizations reached were likely to cooperate. The response rate of 67.9 percent (weighted percentage) was typical for an establishment survey. The refusal rate (6.8 percent) was within the expected range for an establishment survey. Details about assignment of final disposition codes and calculation of these rates are given in Appendix C.

Table 1: Outcome rates for the Partnership Program survey

Outcome Rate (AAPOR, 2000)	Calculated Rate - Unweighted Percentages	Calculated Rate - Weighted Percentages
Contact Rate (CON2): Proportion of contacted cases of all cases with a chance of contact being made ¹	74.4%	77.2%
Cooperation Rate (COOP4): Proportion of cooperative cases of all cases with a chance of cooperating ¹	87.6%	88.7%
Response Rate (RR4): Proportion of surveyed cases of all cases with a chance of responding ¹	64.7%	67.9%
Refusal Rate (REF2): Proportion of refusal cases of all cases with a chance of refusing ¹	7.0%	6.8%

¹Each rate was calculated as a proportion of the total of the outcome (e.g., cooperation) divided by the number of cases that were eligible for that type of outcome. For example, cooperation rate excludes cases for which contact was never made; if not contacted, there was no chance of cooperation.

2.5 Data weighting procedure

To more completely represent the proportions of types of partners in the mailout frame of 109,824 partners, the 9,057 respondent cases were weighted taking into account their original base weights (inverse of the probability of their being selected into the sample), adjustments for duplicates, and adjustments for nonresponse. The frame of Census partners was classified into the following three groups:

- 85,803 estimated eligible Census partners;
- 13,919 estimated ineligible entities that were not Census partners or were not aware that the Census Bureau considered them to be partners¹; and
- 8,663 estimated duplicates of eligible Census partners.

The total estimated figure of 108,385 is within two percent of the frame total (109,824) that the Census Bureau began with. A more detailed explanation of the weighting is in Appendix D. All figures and tables contain weighted estimates, unless otherwise noted. Wilson's confidence intervals or standard errors are also included with these weighted estimates. Because for

¹Some local organizations provided space, placed posters on site, etc. and may not have been aware this made them partners of the program. In addition, there were organization contacts in the database that were not established as partners.

extreme percentages (very high or very low) the upper or lower confidence bounds can go beyond the acceptable range of (0.100), the Wilson score method (see Appendix D) was used to calculate confidence intervals which always remained within (0.100). All weighted estimates and Wilson's confidence intervals were calculated using the statistical software program WesVar 4.1.

2.6 Application of quality assurance procedures

The Census Bureau provided Westat with the document "Census 2000 Evaluation Program Quality Assurance Process," which describes Census Bureau quality control procedures. We applied the quality assurance procedures outlined in that document to all phases of this study, including how we determined evaluation methods, designed the survey, collected data, developed the receipt control system, documented data cleaning and analysis processes, and prepared this report. For a description of these procedures, see the binder "Census 2000 Evaluation Program Quality Assurance Process."

3. LIMITS

This section describes operational limits and deviations from planned operations that should be considered when interpreting the results. The six main areas were: (1) limitations of the frame, (2) timing of the survey, (3) limitations in the types of judgments that respondents were able to provide, (4) limitations of the level of detail that could be supplied about financial contributions (estimated dollars spent, as well as the value of contributions and donations), (5) potential for unit and item non-response error, and (6) self-reported data (vs. edited responses).

3.1 Limits associated with the frame construction

There were four specific issues associated with the construction of the frame, as it was based largely on the CPUMS database.

3.1.1 Initial construction of the frame

First, the partner database (CPUMS) was constructed and modified by many different partnership specialists in the field, rather than by a central database manager or staff. This led to variations in the manner in which contact information for partner organizations was initially entered and, for some cases, updated. As a result, there were multiple entries for some partner organizations; slight variations in the data fields made it difficult to detect their existence.

3.1.2 Duplicate entries

Second, the CPUMS database contained duplicate entries. At the time of sample selection, Census Bureau staff identified 2,889 duplicates in the database. Weights for these cases were adjusted to reflect their true probability of selection into the sample.

In preparing the contact information database for mail-out and CATI contacts, Westat identified additional multiple entries (both pairs and multiples) based on duplication of telephone numbers. One case of each pair/set was retained in the database, while the duplicate cases (70) were removed from the sample database and held out from all data collection steps. During the mail and CATI phases of data collection, Westat identified additional cases (190) where there were multiple listings of the same organization. Adjustments were made to the sampling weights for these organizations, based on whether the cases were exact duplicates or listings of multiple contact persons for one organizational entity.

3.1.3 Sample members that were not partners

Third, some sample members reported that they did not conduct any Census 2000 Partnership activities. This problem was identified during the data collection phases. After mailing out the first survey, Westat received telephone calls to the 800 number designated for partners to call if they had questions. Contact persons at 1,269 organizations reported that they had not participated in the Partnership Program, knew nothing about it, and/or that the survey did not apply to their organization. These cases were tracked separately since there was a specific reason for the survey not being returned. More of these cases surfaced when prompt calls were made to partner organizations, or during the followup mail or telephone interview steps. Likewise, even though contact persons said they had not participated in the Partnership Program, some also indicated they provided space for meetings, or placed posters in their business site. They were not aware that Census considered them to be partners.

3.1.4 Mismatch between contact person information and organization name

Finally, some respondents reported no association with the sampled organization. This was revealed during the prompt call stage. This type of problem occurred when an interviewer phoned the contact person named at the number listed for the case, but in attempting to verify the organization name and address, the person said that s/he did not work at the (named) organization and had not heard of it. Because the sample was drawn by organization, not by contact person name, it became necessary to followup and locate a correct telephone number for the sampled organization. Westat used a locator service to obtain numbers where possible, but cases remained (n = 278, 52.7% are mismatches between contact person information and organization name) for which a telephone number could not be obtained.

3.2 Limit due to the timing of survey administration

The second limitation of the analysis of the data is the timing of the survey. Partners conducted activities at any time between 1996 and 2000. However, the survey administration process did not begin until October of 2000, and continued through March of 2001. Partners were asked to recall and make judgments about materials received and activities they conducted some time during the previous six-month to four-year time interval. Differences in the amount of time passed between organizational involvement and survey response, the availability of staff with

knowledge of these activities, and individual differences in recall are likely to have influenced the judgments respondents provided.

3.3 Limit associated with judgments that respondents were able to provide

A third limitation of the evaluation is the disparity between the optimal way to evaluate the components of the Partnership program and the type of information that was accessible to respondents from partner organizations. The evaluation of the Partnership Program would be best conducted by assessing whether the program goals of increasing the mail response rates, reducing differential undercounts, and communicating a consistent Census 2000 message were achieved. Respondents representing the partner organizations were not in a position to make judgments about the direct impact that the materials they received and the activities they conducted had on either mailback rates or differential undercounts. Response rate results for their target population(s) were not available to them at the time they completed the survey. Realistically, partner organization respondents could only make judgments about indirect effects on response behavior and how well materials and activities communicated a consistent message. Questionnaire items were simplified as much as possible during the survey development phase, to correspond to the level of judgments that respondents could realistically be expected to make (based on information available to them). For example, items were phrased as "How helpful were [each of the listed] materials?" and "How helpful was [each of the activities listed] in reaching your target population?"

3.4 Limits on reporting of partner financial contributions

The fourth limitation was the reporting of financial data, the second distinct area of the program evaluation. Based on the level of missing data for the financial items (which ranged from 49.7 percent to 98.8 percent across the five items), many partner organizations didn't know the amounts they had spent and donated, or just chose not to respond to these items (Nichols and O'Brien, 2000). In fact, only 18.6 percent of partners (weighted percentage) reported on the survey that they had referred to records to provide their estimates for dollars spent and value of their organization's donations/contributions. If the feedback from the pretest is representative of the whole sample, many organizations did not keep records of dollars spent on Census 2000 activities, and did not have records that could be easily used to estimate staff time, space, and other resources that were donated to support the census. Pretest participants reported that if they had known these financial data would be needed at a later time, they would have kept some type of record. Several participants said they would have to call or meet with other people to derive financial estimates, while others said they would have to hand off the survey to another person to get the last section of the survey completed. Several said they just would not bother to complete the last section or would reply "don't know." Even though the financial questions were simplified after the pretest, the same types of reasons for not providing these data are assumed to have been in effect for partners in the sample.

3.5 Potential effect of nonresponse error

There were both overt and implicit refusals for both modes (mail and CATI) of survey administration. Nonrespondents remaining after two waves of the mail survey were contacted by phone, if possible. There were cases where contact persons repeatedly rescheduled appointments for their interviews, and delayed beyond the end date for the administration period. Others used gatekeepers to avoid being interviewed, or failed to return calls after repeated messages were left on answering machines (in cases where no personal contact could be made after an upper limit of attempts was reached).

Depending on what baseline this survey is compared to, the level of response for the survey (67.9 percent, as discussed in Section 2.4) may suggest the limitation of nonresponse error.

Organizations that provided a survey response may be different in some ways from nonrespondent organizations. However, if those differences are not meaningful in the context of the partnership, then the survey findings generalize to the population of program partners. Viewing the survey as an evaluation of a program for organizations, the response rate may be compared to those typically achieved for establishment surveys. Response rates for establishment surveys range from 30 percent - 90 percent (Shatos, Moore, & Dillman, 1998; Paxson, Dillman, & Tarnai, 1995).

3.6 Limits of the self-reported data

Comparing the strata classifications from the CPUMS database to self-report responses on the demographic items of the survey revealed that there were some discrepancies. For example, some of the organizations selected to represent strata 30, private businesses, categorized themselves as state, local, or tribal government organizations. Another example of a discrepancy is that some non-government organizations stated that they were Federal government organizations because they received Federal grants. A decision was made by the Census project staff to use the self-reported data: (1) because the CPUMS database was expected to have some error due to its construction by different staff members at multiple places and at different times and (2) to maintain consistency in the use of all self-reported data.

There was some concern about responses for survey items other than the demographic items mentioned above. For example, some non-government organizations reported conducting activities that the Census Bureau expected only government organizations would have reported (e.g., "participated in the Local Update of Census Addresses (LUCA), address list review, map updates, etc."). There were some activities classified as "Community Activities" which national level organizations reported they conducted, contrary to expectations that only local partners conducted these activities. These differences between expected and actual responses alerted us to the potential for respondents to have interpreted definitions and questions differently.

A systematic decision was made (after a series of discussions with Census staff) to retain self-reported data. We agreed that editing data provided by partners could potentially introduce more

subjective error and misrepresent partners' intended responses. The decision must be kept in mind in interpreting results.

4. RESULTS

Section 4.1 presents a description of the survey respondents. The main research questions 4.2-4.7 repeat the ones in the executive summary, with more detailed results.

Figures in this section present unweighted and weighted sample sizes to give an indication of the number of organizations represented by the weighted percentages. Missing data in all figures and tables include the following: (1) nonresponse, (2) CATI refusals to answer the question, and (3) CATI "Don't Know" responses where "Don't Know" was not a provided option. In these figures, "Other" refers to the number of respondents that checked the "Other, Specify" option for a given survey item.

4.1 Demographic characteristics of the respondent organizations

Respondents were asked to provide responses to the following questions about their organizations:

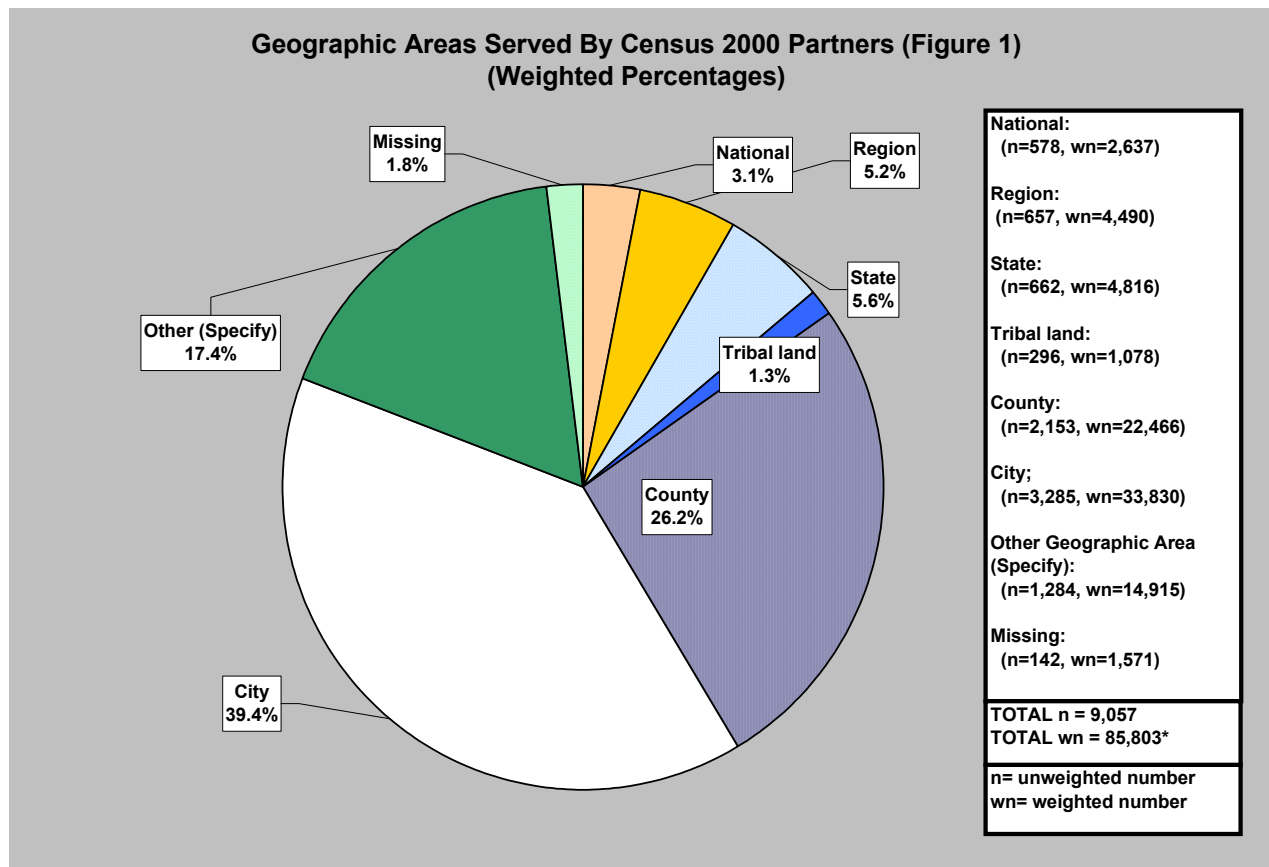
- Geographic area the organization serves or represents;
- Government (by level) or non-government (by type of organization); and
- Race/ethnic category(ies) the organization targets.

Respondent partner organizations are described in the following report sections, based on these three variables: geographic area, organization type, and targeted population(s). The following characterization shows that a broad variety of organizations were involved in the Partnership Program. All percentages presented are based on weighted data.

4.1.1 Geographic areas respondents served or represented on behalf of Census 2000

Figure 1 shows the geographic areas these organizations represented. Two thirds of the respondents were local level organizations—the largest segment of partners serves or represents cities (39.4 percent) and 26.2 percent serve or represent counties. Organizations with a national, state, or regional focus accounted for a combined total of about 14 percent of the respondents.

As shown in Figure 1, 17.4 percent of respondents (n = 1284) reported "Other" and 1,242 of those specified a response for their geographic area. Through content analysis (coding of open-ended responses into content categories), we found that most of the write-in responses specified geographic areas that were smaller in size than those listed on the survey, e.g., "town," "township," a neighborhood, etc.



* Total weighted n of 85,893 partners does not equal the mailout frame of 109,824 due to duplicates and ineligible.

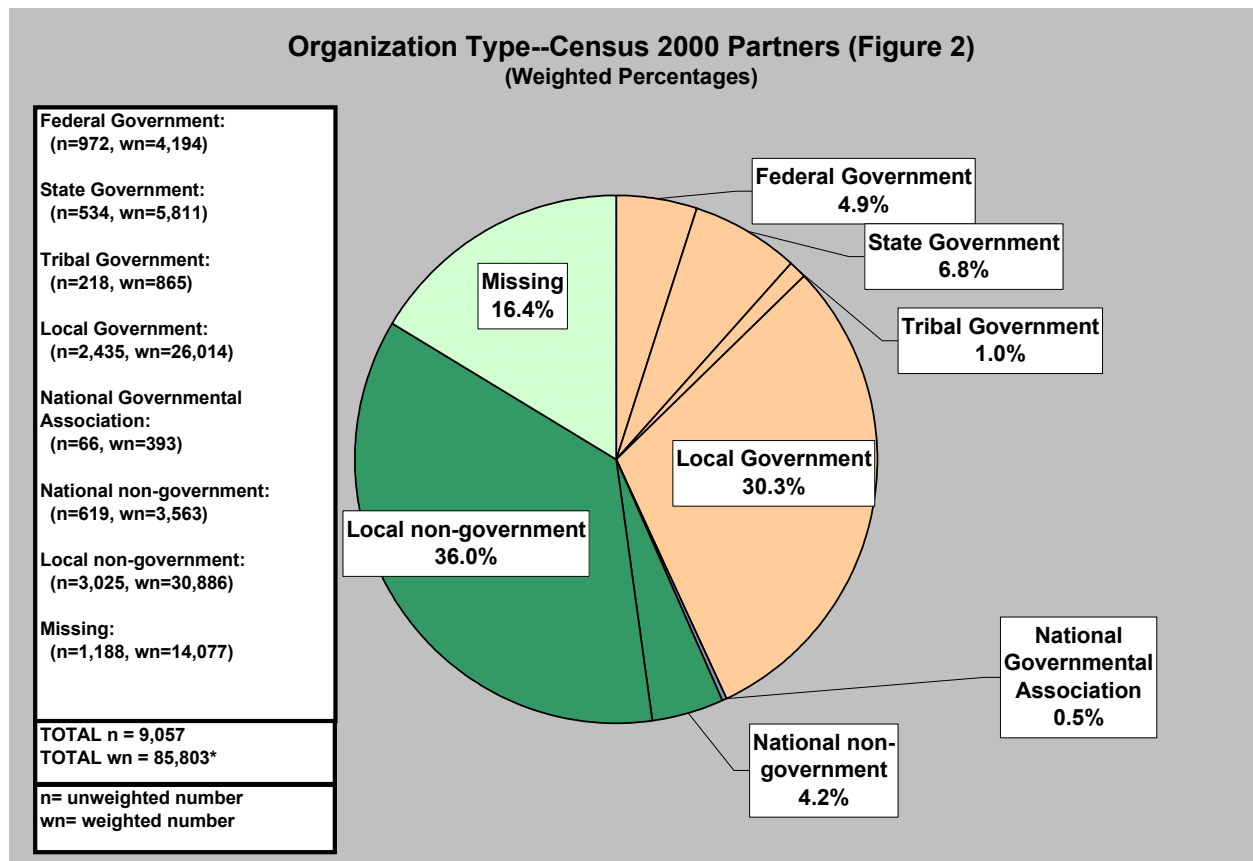
The most frequently occurring geographic groupings (of the 17.4 percent with "Other" responses) identified through content analysis were:

- Town/village (17.4 percent)
- Township (16.0 percent)
- Neighborhood/housing community (9.5 percent)
- Specific section of city, borough (9.1 percent)
- School district, college or university campus (8.3 percent)

The "Other" responses were retained as collected, rather than recoded for inclusion in further analyses (therefore avoiding the potential to introduce subjective error). Codes for, and a listing of the "Other" geographic area frequencies are contained in Appendix E.

4.1.2 Types of organizations that participated in the survey

As shown in Figure 2, the local level accounted for the majority of respondents, whether government or non-government. Overall, a fairly large percentage of respondents (16.4 percent) did not provide information specifying their organization type.



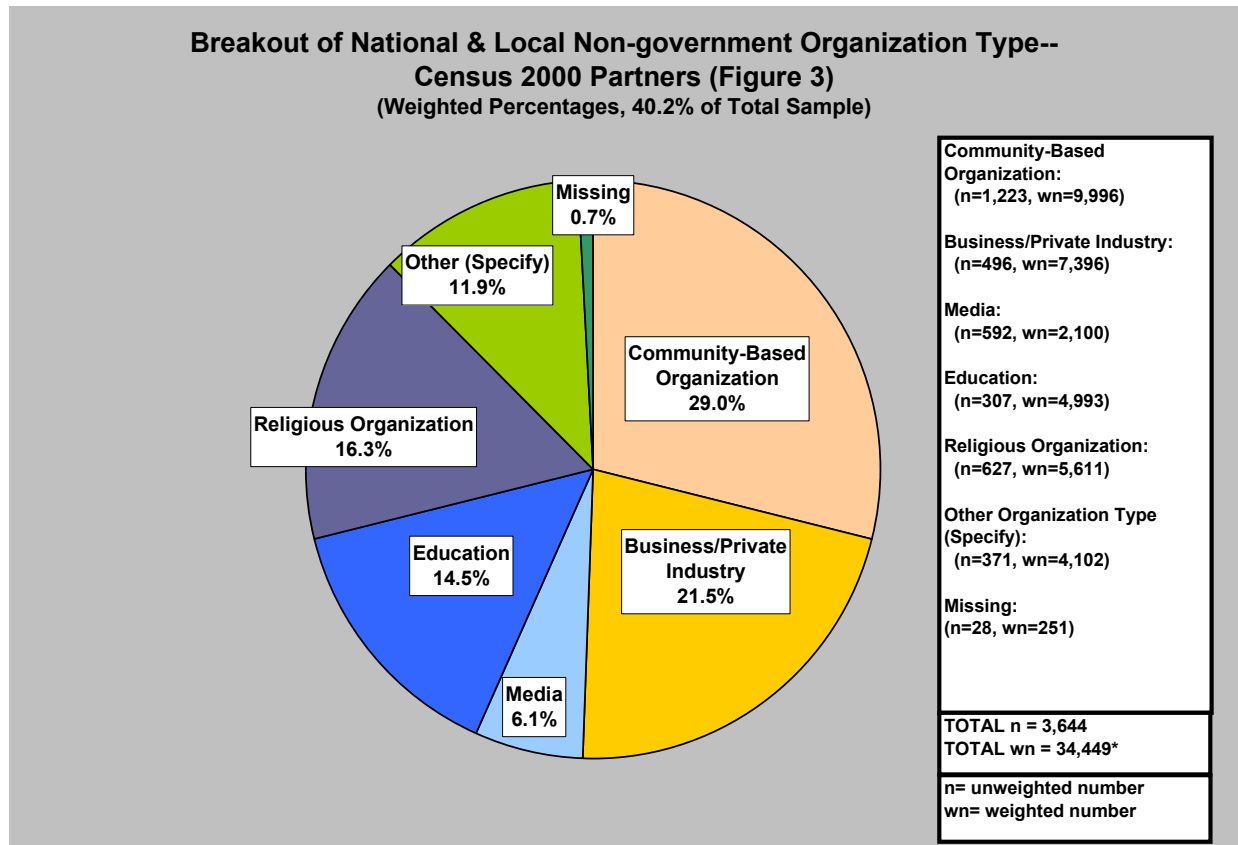
* Total weighted n of 85,893 partners does not equal the mailout frame of 109,824 due to duplicates and ineligible.

Figure 3 provides a breakout of organization type for the 40.2 percent (36.0 percent local and 4.2 percent national) of the partners that were local or national nongovernment organizations. Community-based organizations comprised the largest segment (29.0 percent), and media was the smallest segment at 6.1 percent.

There were 573 write-in "other" organization type responses. Through content analysis, we first identified responses that were similar to one of the existing five categories (18.7 percent) or were a combination of two of the five categories (3.7 percent). The largest percentages of additional "Other" organization types identified were:

- Non-profit organizations (16.9 percent)

- Libraries, museums, arts organizations (6.8 percent)
- Civil rights organizations (5.4 percent)
- Social services organizations (5.2 percent)



* Total weighted n of 34,449 consists of National Non-Government Organizations (wn=3,563) plus Local Non-Government Organizations (wn=30,886).

As with all "Other, Specify" responses throughout the survey, these responses were retained, rather than recoded and included in further analyses. Codes for, and a listing of "Other" organization type frequencies are contained in Appendix F.

4.1.3 Race/ethnic population categories targeted by respondents

One demographic item asked respondents to identify all applicable race/ethnic population(s) they targeted in their partnership efforts. Table 2 lists the targeted populations in order (based on weighted data) from highest to lowest, based on how many partners checked each category. Of the 9,057 respondents, 23.3 percent (2,108) selected two or more different target population categories, and are therefore represented two or more times in the row entries. Note that the "Total" row in Table 2 presents the unweighted and weighted total numbers of partners, and does not represent a sum across all race/ethnic categories. The largest group of partners (52.1 percent) responded that they did not target a specific race/ethnic category.

Table 2: Race/Ethnic populations targeted by Census 2000 Partners
 ("Mark All That Apply" question--categories are NOT mutually exclusive)

	Weighted % of Total ¹	Weighted N ²	Unweighted N
1. No Specific Race/Ethnic Group	52.1%	44,720	4,114
2. White	29.2%	25,015	2,163
3. Hispanic	23.2%	19,869	2,214
4. Black	21.8%	18,677	2,049
5. Asian	10.5%	9,025	1,222
6. American Indian/Alaska Native	7.3%	6,285	914
7. Native Hawaiian/Pacific Islander	3.6%	3,070	395
8. Other	3.4%	2,895	378
9. Total--ALL PARTNERS	---	85,803	9,057

¹The Ns & percentages targeting each category include any partner who targeted the population, regardless of whether they also targeted other populations; therefore the column percentage exceeds 100%.

² Total weighted n of 85,803 partners does not equal the mailout frame of 109,824 due to duplicates and ineligible.

As shown in Table 2, "Other, Specify" was a response option for the race/ethnic population targeted. The 378 respondents who checked "Other, Specify" also wrote in the multiple groups they targeted. Most of the 460 write-in responses were specific countries or nationalities of target populations. Although we did not recode the specific responses for inclusion in later analyses, we conducted a content analysis (coded open-ended responses into content categories) to determine which of the seven defined race/ethnic categories these "Other, Specify" responses most closely represented. Irrelevant or uninterpretable responses accounted for 4.4 percent of the total. The largest categories of "Other, Specify" responses represented:

- White/Caucasian (34.8 percent);
- Asian (33.3 percent); and
- No Specific Race/Ethnic group (13.0 percent).

Results of the content analysis of "Other, Specify" race/ethnic categories targeted are contained in Appendix G.

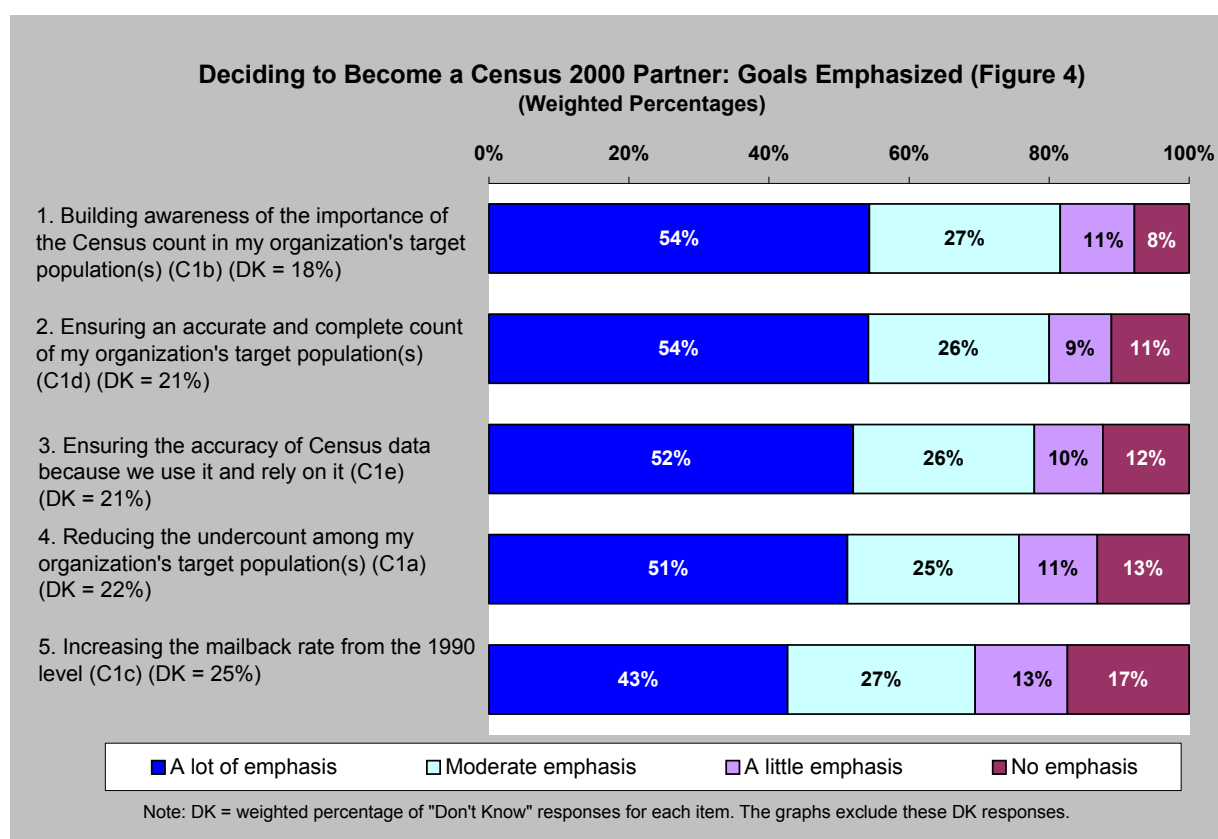
4.2 Benefits partners hoped to achieve by participating in the Partnership Program

Partners were asked to indicate how much emphasis they had placed on each of five Partnership Program goals (listed in Figure 4)² at the time they became partners. In terms of the Partnership Model, these goals represent the benefits partners may have expected to achieve through their participation in the program. These goals were expected to represent joint interests of the Census Bureau and the participants in the Partnership Program. These benefits were either for

²NOTE: In Figure 4 and other figures and tables, the corresponding survey item number is shown in parentheses after each item.

the further benefit of their target population(s) (e.g., reducing the undercount) or for their own organizational benefit (e.g., "Ensuring the accuracy of Census data because we use it and we rely on it.").

Almost a fifth to a quarter -- 18 percent to 25 percent -- responded "Don't Know" to these items. The percentage of partners who responded "Don't Know" for each goal corresponded with the lower ratings: the goals with a higher percentage of "No Emphasis" or "A Little Emphasis" ratings also had higher percentages of "Don't Know" responses.) This pattern may indicate that these goals were less salient to partners than goals with higher positive ratings and fewer "Don't Know" responses. "Don't Know" was a response alternative for each item, but those responses were excluded from the graphs because we believe they reflect a lack of opinion or knowledge about what was asked. Respondents were also given the choice of providing any additional goals that were important to their organizations.



Partners were very aware of the benefits of participating in the program: four of the goals listed in Figure 4 received approximately 80 percent of combined "Moderate" and "A lot of" emphasis ratings by respondents. For these same four goals, only eight percent - 13 percent of partners responded that there had been no emphasis at all. The goal with the lowest percentage of high ratings (and the highest percentage of "No emphasis" ratings) was "Increasing the mailback rate from the 1990 level," which may reflect that the mailback rate (i.e., one of the Census Bureau's primary goals) is not perceived by some partners to be a critical goal, or, a benefit of

participating in the program, or that partners did not have knowledge of that rate for the previous census.

Twelve and a half percent of partners wrote in one or more "Other" goal(s) for their organization. We conducted a content analysis of these write-in responses (n=1,509) to determine if they were unique goals or paraphrased responses that were similar to one or more of the five main goals listed on the survey. We classified 34.4 percent of the comments as similar to one of the five goals in Figure 4. Approximately three-quarters of these were similar to the goal of "Ensuring an accurate and complete count of my organization's target population(s)."

An additional 30.0 percent of all the "Other" responses were classified as instances of more general goals, such as creating a sense of civic responsibility to be counted in Census 2000 and helping the [target population(s)] understand the purpose of Census 2000.

For the remaining 26.8 percent of relevant responses, the unique types of goals were related to:

- Maintaining or increasing the current level of Federal funding (10.1 percent; n = 152)
- Getting Census jobs for people; providing assistance for recruiting, testing, and/or training workers and volunteers (6.0 percent; n = 91)
- Ensuring or increasing visibility of the partner organization and/or its target population(s); promoting partner's image or business (4.0 percent; n = 61)
- Assisting with Census operations and/or Partnership program operations (4.0 percent; n = 60)
- Ensuring that the count reflects new growth, redistricting, recent immigration, etc.; accurately apportion congressional seats, etc. (1.7 percent; n = 26)
- Ensuring timely and accurate delivery of Census forms/mail (0.9 percent; n = 14)

A list of the qualitative coding results and a list of the "Other Specify" codes for goals of participating are given in Appendix H.

4.3 The Census Bureau's contributions to the partnership

The Contributions component of the Partnership Model focuses on the types of inputs that each partner provided to the other. The Census Bureau contributed a wide variety of materials to the partnerships, and also contributed several other types of support to partners. The materials conveyed information to partners for their use in working with their target population (e.g., handbooks, Partner newsletter), or that could be directly passed on to members of their target population (e.g., fact sheets, promotional items, Census-in-schools materials, example Census 2000 form). Many of these materials were sent to all types of partner organizations, while others

were sent only to specific types of partners, e.g., congregational packets were sent to religious organizations, tribal handbooks were sent to tribal organizations. The responses to the survey questions necessarily indicate the partners' view -- what materials they reported were received, which may not reflect what the Census Bureau actually sent to them.

Another type of Census Bureau contribution was Partnership Specialist staff members assigned to work directly with partner organizations. In some but not all relationships, the Census Bureau also provided direct support for partners' activities or even participated in partner activities. Partners' views of the support, the participation, and relationships with partnership specialists are important contributions. They are discussed in Section 4.5 of this report that presents results for the linkages between the Census Bureau and partner organizations.

4.3.1 Materials partners received

As shown by the percentages in Table 3, the partnership materials that were reported received by the most organizations were:

- Posters (70.4 percent)
- Fact sheets (69.2 percent)
- Handbills (leaflets for community awareness and education) (57.4 percent)
- Example Census 2000 form (55.2 percent)

More than half of partners reported receiving each of these types of materials. These were materials that were generally applicable across partners' target populations, intended to increase awareness (e.g, posters), to educate (e.g., fact sheets and handbills), and to increase the likelihood of mail response (e.g., example Census 2000 form).

Partnership materials reported received by the fewest organizations were:

- Complete Count Committee Handbook (23.1 percent)
- Census-in-Schools materials (22.6 percent)
- Informational videos about Census 2000 (17.1 percent)
- Congregational packets (13.6 percent)
- "Other" manuals/handbooks (4.3 percent)

Table 3: Receipt, use & helpfulness of each Census 2000 Partnership material

Weighted Percentages & Wilson's Confidence Intervals						
	Received the Material ¹	Did Not Use It	If received and used, how helpful was it?			
			Not Helpful	A Little Helpful	Moderately Helpful	Very Helpful
Census 2000 Partnership Materials (B1)						
a. Fact sheets	69.2 (67.7-70.7)	13.8 (12.3-15.5)	1.0 (0.7-1.5)	15.6 (13.9-17.5)	44.6 (42.1-47.1)	38.7 (36.4-41.1)
b. Non-English informational materials	43.4 (41.4-45.4)	23.8 (21.8-26.1)	7.8 (6.3-9.6)	15.9 (14.0-17.9)	28.4 (25.8-31.2)	47.9 (45.0-50.9)
c. Handbills (leaflets for community awareness and education)	57.4 (55.9-58.9)	8.4 (7.2-9.7)	2.0 (1.4-2.8)	16.2 (14.6-18.1)	39.3 (36.9-41.7)	42.5 (40.1-44.9)
d. Posters	70.4 (69.0-71.8)	6.3 (5.4-7.3)	2.9 (2.3-3.5)	17.3 (15.7-18.9)	32.3 (30.1-34.6)	47.6 (45.0-50.2)
e. Informational videos about Census 2000	17.1 (16.0-18.4)	24.8 (21.4-28.5)	7.6 (5.4-10.5)	19.3 (16.1-23.0)	32.1 (28.3-36.2)	41.0 (37.3-44.8)
f. Congregational packets (information for religious organizations)	13.6 (12.5-14.9)	16.9 (13.7-20.8)	3.1 (1.8-5.4)	17.2 (13.6-21.6)	33.9 (28.9-39.3)	45.7 (41.0-50.5)
g. Census-in-Schools materials	22.6 (21.2-24.0)	12.3 (10.2-14.8)	1.7 (0.8-3.6)	12.5 (10.2-15.3)	36.1 (32.0-40.5)	49.6 (45.0-54.3)
h. Drop-in news articles or newsletters	28.7 (27.3-30.2)	12.7 (10.9-14.7)	3.7 (2.4-5.5)	18.4 (16.2-21.0)	37.8 (34.6-41.2)	40.1 (36.8-43.4)
i. Buttons, pencils, magnets, mugs, key chains, etc. (promotional items)	35.2 (33.7-36.7)	5.8 (4.6-7.3)	7.4 (6.0-9.1)	16.8 (14.8-19.1)	29.9 (27.1-33.0)	45.8 (42.7-49.0)
j. Partner newsletter “Building Partnerships”	30.0 (28.5-31.6)	12.6 (10.7-14.8)	4.7 (3.5-6.2)	24.0 (21.6-26.6)	41.1 (38.1-44.2)	30.2 (27.2-33.4)
k. Census 2000 press releases	37.6 (36.3-38.9)	12.8 (11.0-14.9)	5.0 (3.7-6.8)	20.8 (18.4-23.3)	37.9 (35.2-40.8)	36.3 (33.4-39.3)
l. Example Census 2000 form	55.2 (53.6-56.9)	7.5 (6.5-8.6)	2.4 (1.8-3.4)	11.5 (10.0-13.1)	32.8 (30.6-35.1)	53.3 (51.0-55.5)
Census 2000 Manuals/Handbooks ² (B2)						
a. Complete Count Committee Handbook	23.1 (21.9-24.3)	15.5 (13.2-18.1)	1.4 (0.8-2.4)	14.7 (12.2-17.7)	40.2 (36.9-43.5)	43.7 (40.0-47.5)
f. Other manuals/ handbooks (Specify)	4.3 (3.7-5.0)	20.9 (14.8-28.8)	4.8 (2.2-10.1)	10.8 (5.6-19.8)	19.5 (13.6-27.2)	64.8 (54.5-74.0)

¹ Missing data were treated as "did not receive."² Items B2 b, c, d, e are in Table 4.

Three of the materials reported received by the fewest partners were materials with intentionally limited distribution. Congregational packets were sent only to churches, and Census-in-Schools materials were sent to schools. Distribution of the Complete Count Committee Handbook was

limited to Complete Count Committees. These partners were not identifiable through either pre-survey strata designations or survey demographic item responses; the 23.1 percent represents the percent of all respondents who reported receiving it, not the percent of Complete Count Committee partners that reported receiving it.

All manuals and handbooks developed by the Census Bureau were listed on the survey. Therefore, we investigated what respondents interpreted as other manuals and handbooks, by content analysis (coding open-ended responses into content categories) of "Other" manuals/handbooks responses. Partners applied a broader interpretation of the terms "Handbooks" and "Manuals" than intended. Their responses indicate that they confused the other types of materials and explanations of Census operations supplied by the Census Bureau (e.g., fact sheets, packets of information, etc. listed in the previous survey section) with the actual handbooks and manuals. They also repeated (or wrote in similar wordings) for the types of materials listed in the general materials section of the survey. This may be due to the passage of time between use of the materials and when they received the survey. Results of the content analysis of "Other" manuals/handbooks responses are contained in Appendix I.

Table 4: Receipt, use & helpfulness of each Census 2000 Partnership material

Weighted Percentages & Wilson's Confidence Intervals						
	Received the Material ¹	Did Not Use It	If received and used, how helpful was it?			
			Not Helpful	A Little Helpful	Moderately Helpful	Very Helpful
For Governor's Liaisons Only ²						
1. The Handbook for a Better Census: Opportunities for Governor's Liaisons (B2b)	83.3 (69.1-91.8)	3.0 (0.5-15.8)	3.1 (0.5-16.2)	28.1 (15.1-46.2)	40.6 (24.5-59.1)	28.1 (15.6-45.4)
For Tribal Government Organizations That Targeted American Indian/Alaska Native Populations ³						
2. Tribal Governments Liaison Program Handbook (B2c)	61.9 (47.2-74.6)	3.3 (1.5-7.3)	3.1 (0.6-14.7)	15.0 (7.4-28.1)	24.3 (13.9-39.0)	57.5 (39.0-74.2)
3. Tribal Complete Count Committee Handbook (B2d)	60.2 (45.3-73.5)	4.9 (1.5-15.1)	2.9 (0.5-15.4)	9.6 (4.0-21.6)	30.2 (17.8-46.5)	57.3 (39.1-73.6)
For Organizations Targeting American Indian/Alaska Native Populations ⁴						
4. American Indian and Alaska Native Handbook (B2e)	12.2 (9.6-15.4)	11.2 (3.6-30.0)	2.4 (0.5-10.4)	9.6 (3.9-21.9)	36.3 (23.6-51.2)	51.7 (36.8-66.3)

¹ Missing data were treated as "did not receive."

² This material was only sent to Governor's Liaisons.

³ These materials were only sent to organizations with American Indian/Alaska Native target populations that were also Tribal Government organizations.

⁴ This material was only sent to organizations that targeted American Indian/Alaska Native populations.

Table 4 addresses the same question "What materials were received?" for three specific groups of interest. Most governor's liaisons (83.3 percent) reported receiving the handbook developed

specifically for them. A majority of tribal government organizations reported receiving materials sent specifically to them (Tribal Government Liaison Handbook, 61.9 percent and Tribal Complete Count Committee Handbook, 60.2 percent). A much smaller percentage (12.2 percent) of organizations targeting American Indians/Alaska Natives as one of their populations reported receiving the American Indian and Alaska Native Handbook.

4.3.2 Partners use of the materials they received

Two critical components of supplying materials to partners were to send them materials they would use for their efforts to support and promote Census 2000, and to avoid sending them materials they would not have a use for. The percentages in the second columns of Tables 3 and 4 show the degree to which received materials were then not actually used by partners. An example is that posters were received by 70.4 percent of the organizations, but 6.3 percent reported they didn't use them. The materials with the highest "Not Used" percentages were: videos (24.8 percent of the 17.1 percent of organizations that received them), non-English informational materials (23.8 percent of the 43.4 percent that received them), and congregational packets (16.9 percent of the 13.6 percent that received them). These higher percentages may reflect that partners were better at remembering the more salient/unique types of materials (e.g., videos and non-English materials) that they didn't use.

Looking at whether handbooks that were received were also used (Table 4), most Governor's Liaisons and partners with American Indian/Alaska Native target populations reported that they used their handbooks. The "Not Used" percentages for these materials were moderately low, ranging from 3.0 percent for the Governor's Liaison Handbook to a maximum of 11.2 percent for the American Indian and Alaskan Native Handbook.

4.3.3 Value the partners placed on these materials

Overall, if partners received a type of material and then used it, they found it to be helpful. These findings are illustrated by looking at the distribution of the helpfulness ratings in Tables 3 and 4. Partners provided a helpfulness rating only if they indicated they received and used the material. Looking just at the weighted percentages for users of the materials, the materials that were rated the most helpful -- based on a combination of "Moderately Helpful" and "Very Helpful" ratings -- were:

- The example Census 2000 form (86.1 percent)
- Census-in-Schools materials (85.7 percent)
- Other manuals/handbooks (84.3 percent)
- Complete Count Committee Handbook (83.9 percent)
- Fact sheets (83.3 percent)

- Handbills (81.8 percent)

While all materials were rated as "Moderately Helpful" or "Very Helpful" by a majority of partners, the materials rated less helpful (e.g., the highest percentage of "Not Helpful" and "A Little Helpful" ratings) by one-quarter or more of the partners who used them were:

- Partner newsletter (28.7 percent)
- Videos (26.9 percent)
- Census 2000 press releases (25.8 percent)

The handbooks developed for the specific population of Governor's Liaisons (Table 4) were rated as helpful. All three handbooks developed for partners targeting American Indians/Alaska Natives were rated "Moderately Helpful" or "Very Helpful" by more than 80 percent of these partners.

4.3.4 Receipt of population-specific materials

The Census Bureau developed materials in languages other than English for partners targeting non-English language groups. To investigate whether partners reported receiving such materials, we looked at the "Did you receive this" responses separately for the partner groups that would have used non-English materials: Asian and Hispanic.

Table 5: Receipt, use & helpfulness of non-English informational materials

	Received the Material ¹	Did Not Use It	If received and used, how helpful was it?			
			Not Helpful	A Little Helpful	Moderately Helpful	Very Helpful
Asian (wn = 9,025)	56.7 (52.4-61.0)	7.7 (4.4-13.2)	2.4 (1.1-5.1)	10.7 (6.7-16.5)	27.8 (22.5-33.9)	59.1 (51.8-65.9)
Hispanic (wn= 19,869)	59.5 (56.3-62.7)	7.1 (4.9-10.1)	1.6 (0.8-3.1)	13.7 (10.9-17.2)	26.6 (22.8-30.8)	58.1 (53.7-62.4)

¹ Missing data were treated as "did not receive."

NOTE: 1) wn = weighted number of partners; 2) the breakout category "Asian" and the category "Hispanic" include any partner that targeted the specified population, regardless of whether they also targeted other populations (i.e., the breakouts are not mutually exclusive).

As shown in Table 5, over half of the partners targeting these groups received population-specific Non-English materials:

- 56.7 percent of partners targeting Asian and
- 59.5 percent of partners targeting Hispanic.

These percentages may seem relatively low in comparison to targeted Governors Liaison and tribal materials (Table 4). However, these tables do not reflect responses from organizations that targeted only Asian or Hispanic populations. The tables report results based on “mark all that apply” target population responses.

4.3.5 Helpfulness of population-specific materials

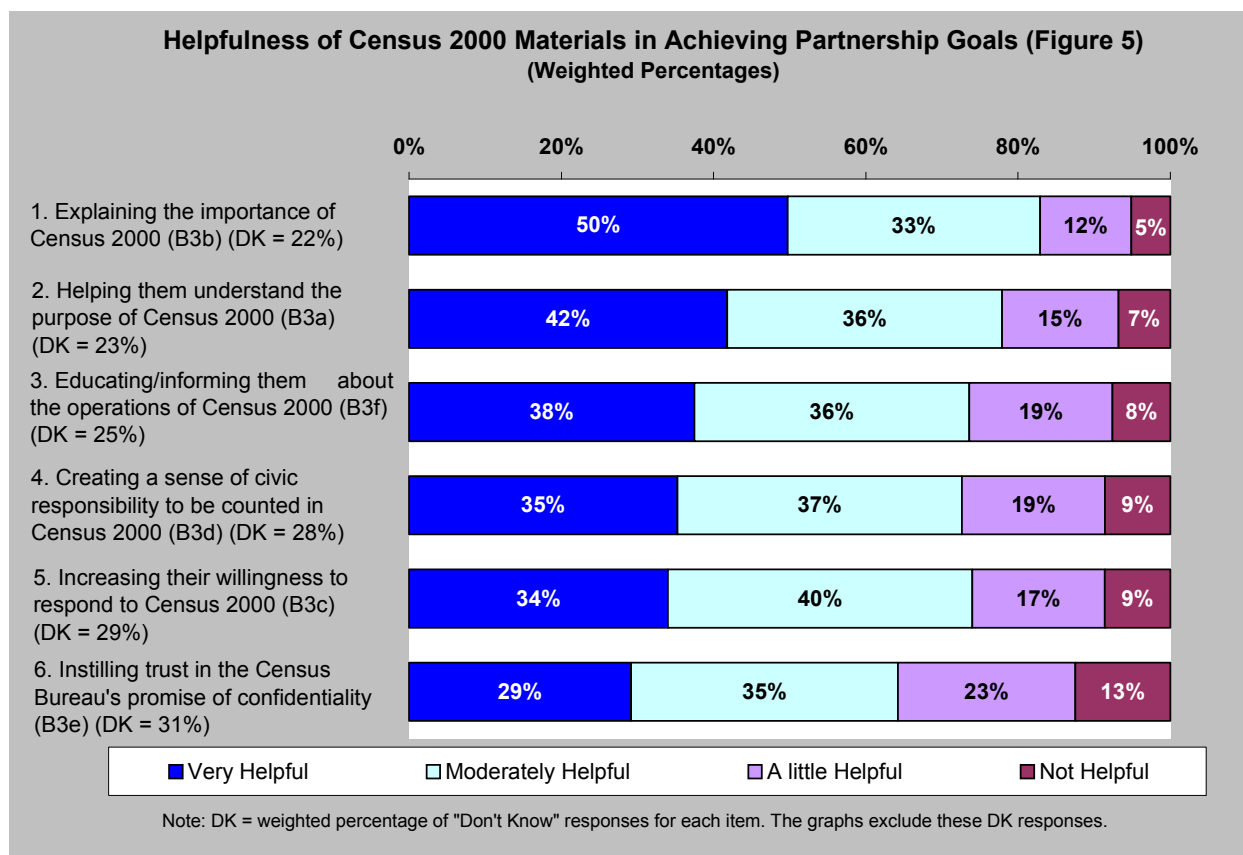
Helpfulness ratings for population-specific materials were examined just for the partners that targeted Asian and Hispanic populations. Findings for the population-specific materials were similar to findings for the full set of materials: those who received the target population-specific materials reported that they were “Very Helpful.” As in Tables 3 and 4, the percentages in the second column show the degree to which received materials weren’t used. Results show that about 93 percent of partners that received the materials actually used them. Of the partners that used non-English materials, a majority rated them as either “Moderately Helpful” or “Very Helpful,” as shown in Table 5 (86.9 percent for Asian and 84.7 percent for Hispanic).

4.3.6 Helpfulness of the partnership materials in achieving Partnership goals

Partners were also asked to provide an overall rating of how helpful the Partnership materials were in achieving each of six stated Partnership Program goals (listed in Figure 5). The pattern of the partners' ratings showed that materials received the highest helpfulness ratings for the goals related to basic education about the census -- understanding the purpose of Census 2000 and explaining its importance. The materials were rated as less helpful for goals that were more related to attitudes of the populations partners targeted: trust in the promise of confidentiality and creating a sense of civic responsibility to be counted.

Figure 5 shows results for partners that had an opinion. Almost a quarter to a third -- 22 percent to 31 percent -- responded “Don’t Know” to these items. The percentage of partners who responded “Don’t Know” for each goal corresponded with the lower ratings: the goals with a higher percentage of “Not Helpful” or “A Little Helpful” ratings also had higher percentages of “Don’t Know” responses.) This pattern may indicate that these goals were less salient to partners than goals with higher positive ratings and fewer “Don’t Know” responses.

The materials were rated highest for “Explaining the importance of Census 2000”; 83 percent responded with either “Moderately Helpful” or “Very Helpful” ratings. Of the six goals rated, partners viewed the materials as less helpful for goals related to motivating people to respond, e.g., “Instilling trust in the Census Bureau’s promise of confidentiality.” This goal had the highest percentage of low ratings (a 36 percent combined total for “Not Helpful” and “A Little Helpful” ratings), and the lowest percentage of “Very Helpful” ratings (29 percent). The views of the 13 percent that reported the materials were “Not Helpful” for instilling trust are reflected in qualitative comments. These comments indicated that some partners felt the program didn’t help them effectively serve their target population that perhaps had a distrust of government agencies.



4.4 Partners' contributions to the partnership

To this point, we have presented results related to the Census Bureau's contributions to partner organizations. In this section, we present results related to inputs partners made to their partnerships with the Census Bureau.

Each partnering organization could have made either or both of two main types of contributions to the partnership. First, they may have conducted or supported one or more of a wide variety of activities, within any of four main categories:

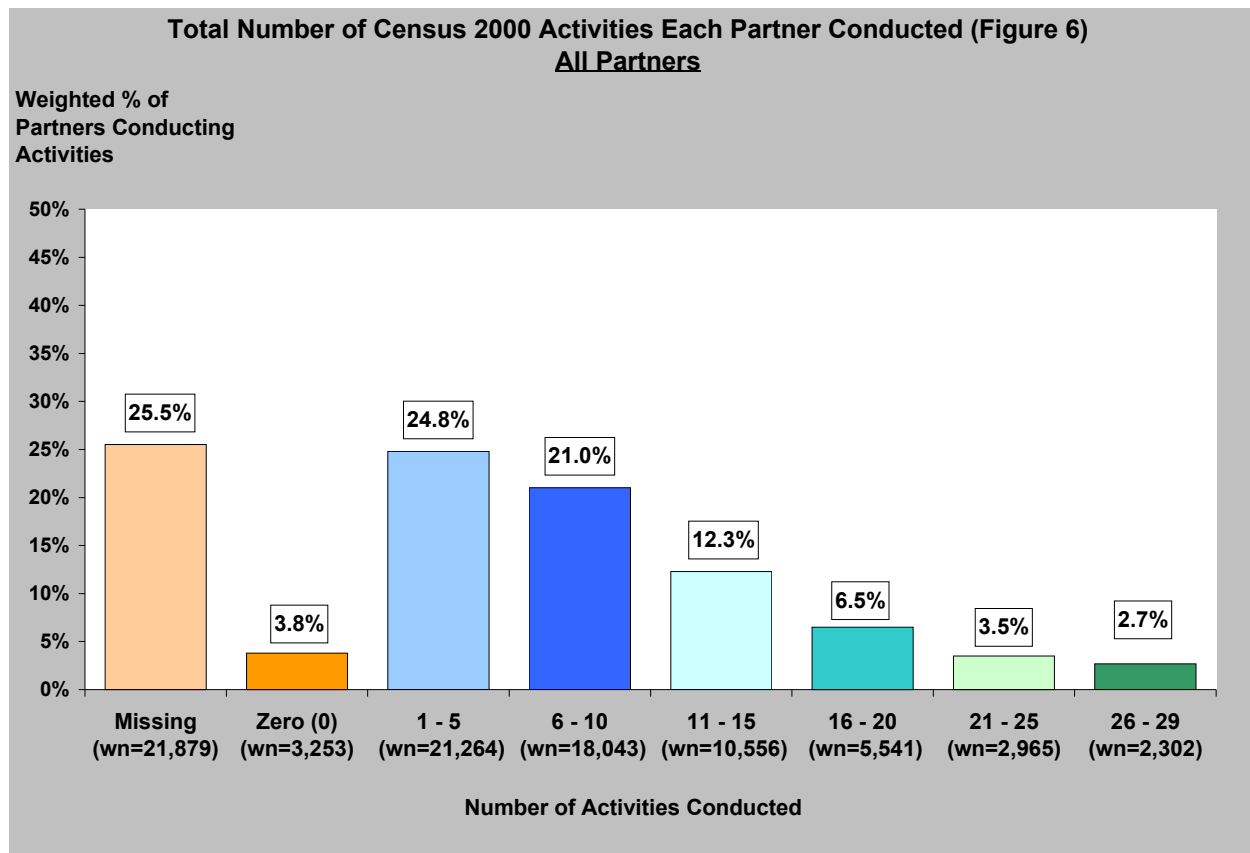
- 1) Publicity Activities, such as using various media to get the Census message out, printing and distributing materials for distribution to partner's target population(s), sponsoring Census ads, etc.
- 2) Community Activities, such as holding community meetings and events and canvassing neighborhoods to encourage response, etc.
- 3) Operation Assistance Activities, such as supporting a Questionnaire Assistance Center, helping with the Local Update of Census Addresses (LUCA) program, identifying migrant camps and providers of services for people not found in conventional housing, etc.
- 4) Other Partnership Activities, such as providing a coordinator/liaison, donating floor space

for Census activities, donating staff, etc.

Second, partners may also have contributed financially. Partners were asked to provide estimates of the following financial information:

- 1) All actual dollars spent to pay for activities to support and promote Census 2000
- 2) Estimated dollar amount of “value-added” contributions and donations (such as donations of office space, staff time, etc.)
- 3) Dollar amount of money received from other organizations to support Census 2000
- 4) Dollar amount of money given to other organizations to support and promote Census 2000
- 5) Dollar amount explicitly budgeted for Census 2000

4.4.1 Partner organizations that conducted activities and how many they conducted



A main finding of the survey is that 70.7 percent of all respondent organizations reported that

they conducted at least one activity of some type. Of the remaining respondents, 3.8 percent explicitly reported on the survey that they conducted no activities, and no activity information was provided by 25.5 percent. The distribution in Figure 6 shows that the largest group of partners (24.8 percent) conducted one to five activities, with a decrease in the percentage of partners that conducted a greater number of activities. Twenty-one percent of partners conducted 6 - 10 activities, and the remaining 25.0 percent conducted 11-29 activities. These groupings (of number of activities) do not necessarily reflect organizations' level of effort devoted to support Census 2000.

The missing data responses are partly explained by qualitative comments received. Some respondents said they did not know they were part of the Partnership Program. They may have received materials but not conducted activities, and left the activities sections of the survey blank.

4.4.2 Activities that partners conducted

Table 6: Percentage of all Partners that conducted Census 2000 Activities

Weighted Percentages ¹ & Wilson's Confidence Intervals			
Publicity Activities ² (D1)	%	Community Activities ² (D1)	%
a. Sponsored local radio and TV, press conferences, cable, and public service announcements (PSAs)	19.2 (18.0-20.4)	a. Held public and in-house meetings	32.6 (31.1-34.1)
b. Posted web site, Internet, or other electronic media messages	13.3 (12.2-14.4)	b. Canvassed neighborhoods	19.7 (18.3-21.2)
c. Used print media	33.5	c. Held ceremonial kick-offs to publicize Census activities	16.4
d. Included messages in utility bills, phone cards, etc.	13.0 (12.1-14.0)	d. Provided assistance to census takers in hard-to-enumerate or culturally sensitive areas	31.5 (30.0-32.9)
e. Used non-English printed materials	29.8 (28.3-31.4)	e. Distributed Census promotional items at meetings/ events	30.4 (28.8-32.1)
f. Distributed recruiting information	43.1 (41.4-44.9)	f. Conducted a telephone campaign to promote the Census	8.2 (7.4-9.1)
g. Printed and distributed materials	37.0 (35.4-38.5)	g. Conducted other publicity or community activities	15.0 (13.8-16.2)
h. Printed Census messages on the organization's products, bags, envelopes, sales bulletins, etc.	12.3 (11.4-13.4)		
Operation Assistance Activities ² (D2)	%	Other Partnership Activities ² (D3)	%
a. Supported a Questionnaire Assistance Center	33.5 (32.0-35.0)	a. Provided a Census coordinator or liaison	37.7 (36.0-39.4)
b. Provided space for placement of blank "Be Counted" questionnaires	40.2 (38.9-41.5)	b. Sponsored events, exhibits, parades, speeches, etc.	18.1 (16.8-19.4)
c. Identified unusual housing units	17.3 (16.2-18.4)	c. Participated in panel discussions, meetings, teleconferences, consulting, etc.	17.7 (16.5-18.9)
d. Participated in the Local Update of Census Addresses, address list review, map updates, etc.	21.8 (20.6-23.1)	d. Donated office or floor space for Census training, testing, or promotional activities	39.5 (37.8-41.1)
e. Identified migrant camps	7.7 (7.0-8.5)	e. Donated staff	24.6 (23.4-25.9)
f. Provided the Census Bureau with a list of places providing services for people without conventional housing	17.1 (16.0-18.2)	f. Established Complete Count Committee and conducted activities	14.4 (13.4-15.6)
g. Conducted other Census operation assistance activities	10.4 (9.4-11.4)	g. Conducted other Census 2000 support activities	8.2 (7.4-9.1)

¹ Missing data were treated as "did not conduct the activity."

² Activities are slightly abbreviated from survey wording.

Table 6 presents percentages (with confidence intervals) of all partners that reported they conducted each activity, for all four main categories of activities: Publicity Activities, Community Activities, Operation Assistance Activities, and Other Partnership Activities. There was no single activity that even half of all partners reported that they conducted. It is important to note that certain activities were only applicable to certain types of organizations (e.g., "Established Complete Count Committees and Conducted Activities" was a local government activity). There was no one main category for which the percentages of partners conducting the activities were uniformly high or low.

Across all four categories of activities, the five activities conducted by the most partners were:

- Distributed recruiting materials (43.1 percent)
- Provided space for blank "Be Counted" questionnaires (40.2 percent)
- Donated office or floor space for Census training, testing, or promotional activities (39.5 percent)
- Provided a Census coordinator or liaison (37.7 percent)
- Printed and distributed materials (newsletters, brochures, posters, Census flyers tailored to community) (37.0 percent)

Across all four categories of activities, the five activities conducted by the fewest partners were:

- Printed Census messages on the organization's products (12.3 percent)
- Conducted Other Census 2000 operations assistance activities (10.4 percent)
- Conducted Other Census 2000 support activities (8.2 percent)
- Conducted a telephone campaign to promote the Census (8.2 percent)
- Identified migrant camps (7.7 percent)

4.4.3 Value that partners placed on the activities they conducted

Table 7: Mean helpfulness of activities -- All Partners

Weighted Means & Standard Errors ¹			
Publicity Activities ² (D1)	Mean/S.E.	Community Activities ² (D1)	Mean/S.E.
a. Sponsored local radio and TV, press conferences, cable, and public service announcements (PSAs) (DK = 19%)	3.46 0.03	a. Held public and in-house meetings (DK = 11%)	3.45 0.02
b. Posted web site, Internet, or other electronic media messages (DK = 34%)	3.16 0.05	b. Canvassed neighborhoods (DK = 16%)	3.47 0.03
c. Used print media (DK = 13%)	3.36 0.02	c. Held ceremonial kick-offs to publicize Census activities (DK = 20%)	3.44 0.04
d. Included messages in utility bills, phone cards, etc. (DK = 30%)	3.32 0.04	d. Provided assistance to census takers in hard-to-enumerate or culturally sensitive areas (DK = 14%)	3.42 0.02
e. Used non-English printed materials (DK = 17%)	3.40 0.02	e. Distributed Census promotional items at meetings/ events (DK = 14%)	3.43 0.02
f. Distributed recruiting information (DK = 13%)	3.32 0.02	f. Conducted a telephone campaign to promote the Census (DK = 36%)	3.41 0.05
g. Printed and distributed materials (DK = 12%)	3.43 0.03	g. Conducted other publicity or community activities (DK = 23%)	3.56 0.04
h. Printed Census messages on the organization's products, bags, envelopes, sales bulletins, etc. (DK = 27%)	3.41 0.04		
Operation Assistance Activities ² (D2)	Mean/S.E.	Other Partnership Activities ² (D3)	Mean/S.E.
a. Supported a Questionnaire Assistance Center (DK = 12%)	3.26 0.03	a. Provided a Census coordinator or liaison (DK = 10%)	3.46 0.02
b. Provided space for placement of blank "Be Counted" questionnaires (DK = 15%)	3.26 0.02	b. Sponsored events, exhibits, parades, speeches, etc. (DK = 15%)	3.55 0.03
c. Identified unusual housing units (DK = 23%)	3.36 0.03	c. Participated in panel discussions, meetings, teleconferences, consulting, etc. (DK = 17%)	3.47 0.03
d. Participated in the Local Update of Census Addresses, address list review, map updates, etc. (DK = 22%)	3.48 0.03	d. Donated office or floor space for Census training, testing, or promotional activities (DK = 13%)	3.48 0.02
e. Identified migrant camps (DK = 43%)	3.35 0.07	e. Donated staff (DK = 13%)	3.51 0.03
f. Provided the Census Bureau with a list of places providing services for people without conventional housing (DK = 28%)	3.37 0.03	f. Established Complete Count Committee and conducted activities (DK = 20%)	3.52 0.04
g. Conducted other Census operation assistance activities (DK = 36%)	3.64 0.04	g. Conducted other Census 2000 support activities (DK = 37%)	3.50 0.07

¹ Standard error is displayed below the mean.

² Activities are slightly abbreviated from survey wording.

NOTE: Helpfulness scale (1 to 4). 1 = Not helpful, 4 = Very helpful

DK = weighted percentage of "Don't Know" responses for each item. Means exclude these DK responses.

We calculated the mean helpfulness across all partners for Publicity Activities, Community Activities, Operation Assistance Activities, and all activities (a total of 29 activities). These means were all above the 3.0 "Moderately Helpful" level of the four-point scale. These results indicate that, overall, partners were positive about the activities they conducted, and felt that the activities were helpful in achieving their organization's Partnership Program goals. If partners said they did an activity, they tended to rate it as helpful (moderately or very). Partners rated the helpfulness of activities similarly within each of the three categories of activities, as shown by these category means and their corresponding weighted, standardized Cronbach's alpha (indicating the level of internal consistency reliability; see Appendix D):

- 3.29 for Publicity Activities (Cronbach's alpha for the eight activities = .92)
- 3.34 for Community Activities (Cronbach's alpha for the seven activities = .92)
- 3.28 for Operation Assistance Activities (Cronbach's alpha for the seven activities = .92)
- 3.28 for All Activities (Cronbach's alpha for the 29 activities = .97)

Mean helpfulness ratings were calculated across all partners for each of the 29 separate activities within the categories of Publicity Activities, Community Activities, Operation Assistance Activities, and Other Partnership Activities. All mean ratings were above the 3.0 "Moderately Helpful" level of the scale, indicating that across all partners, every activity on average was considered to be at least "Moderately Helpful" in achieving Partnership Program goals. The 29 activity helpfulness means ranged from 3.16 to 3.64 on a four-point scale. (Means are shown in Table 7 along with standard errors. The smaller the standard error, the more reliable the mean estimate is.)

Looking at the means for individual activities for each of the four main categories of activities, all seven of the Other Partnership Activities had high means (ranging from a low of 3.46 to 3.55), with the Publicity Activities means just slightly lower, from 3.16 to a high of 3.46. Partners rated Other Partnership Activities consistently higher; as a group, these activities were more highly valued.

Individual activities that were most instrumental in reaching partners' target population(s) were: sponsoring or conducting types of events that were very visible to lots of people (i.e., "Sponsored events, exhibits, parades, speeches, etc."), having partner staff assist with activities ("Donated staff"), and forming and operating the high level Complete Count Committees.

Specifically, the activities with the highest mean helpfulness ratings were:

- Conducted other Census Operations Assistance Activities (mean = 3.64, S.E.= .04)
- Conducted other Community Participation Activities (mean = 3.56, S.E = .04)
- Sponsored events, exhibits, parades, speeches, etc. (mean = 3.55, S.E. = .03)

- Established Complete Count Committee and conducted activities (mean = 3.52, S.E. = .04)
- Donated staff (mean = 3.51, S.E. = .04)
- Conducted other Census 2000 Support Activities (mean = 3.50, S.E. = .07)

This listing shows that all three "Conducted other...activities" items received very high mean ratings, indicating that relative to the majority of the standard activities on the survey (which all respondents had an opportunity to rate), these other activities were rated as more helpful.

We conducted a content analysis of the write-in responses to determine what types of activities received these high ratings. A total of 2,560 write-in responses were made across the three items that elicited "Other" activities conducted. After coding these to also capture multiple activities mentioned by partners, the total of coded activities was 2,772. Half of the write-in comments corresponded closely with existing listed survey activities.

The additional write-in activities included networking and informal presentation efforts; display methods; various types of community, neighborhood, school-based, church-based, or social events/programs; large-scale parties or celebrations; methods of directly assisting with completing forms; and connecting Census with community resources.

Because respondents took the time to write in these responses, we assume partners thought that they: (1) hadn't already rated them in the course of responding to the survey items, and/or (2) needed to provide a more detailed answer because it was qualitatively different from items already listed. Examples of frequently-mentioned additional activities, by activity category, are:

Publicity Activities

- Made announcements, presentations at organization's or target population's regular meetings (e.g., included as an agenda item) (n = 195)
- Put up displays, signs, banners, murals, etc. in public places; outdoor advertising (n = 78)

Community Activities

- Organized a community/social/neighborhood event or program to increase awareness (n = 143)
- Conducted a school-based or youth-related event/outreach activity (n = 123)
- Held a fair, carnival, festival, rally, etc. to publicize Census message (n = 110)

- Conducted a church-based event, outreach activity, or program (n = 92)

Operation Assistance Activities

- Assisted with activities related to recruiting, testing, and/or training of workers and/or volunteers, e.g., to connect target population with Census jobs (n = 90)
- Assisted (directly) or conducted demonstrations to assist people with completing their Census forms (n = 47)

Other Partnership Activities

- Networked with organizations, connected Census employee with community groups/organizations, encouraged other organizations to participate, etc. (n = 38)

The results of the content analysis for all "Other Specify" activities are listed in Appendix J.

4.4.4 Percentage of organizations that made financial commitments

Table 8: Financial contributions to support and promote Census 2000

Weighted Percentages ¹ & Wilson's Confidence Intervals	
	% Yes ²
1. Organization spent dollars to pay for activities to support and promote Census 2000 (E1)	16.4 (15.3-17.5)
2. Organization made "in-kind" contributions and donations (e.g., staff time, office space, equipment usage, etc.) (E2)	33.8 (32.2-35.4)
3. Did your organization <u>receive</u> funds from other organizations to support and promote Census 2000? (E4)	3.6 (3.1-4.1)
4. Did your organization <u>give</u> funds to other organizations to support and promote Census 2000? (E5)	1.4 (1.1-1.7)
5. Ahead of time, did your organization <u>explicitly budget</u> or <u>set aside funds</u> for Census 2000? (E6)	2.6 (2.1-3.1)

¹ Missing data were treated as a response of "No" to these items.

² "% Yes" for items 1 and 2 reflect the percentages of partners who reported non-zero dollar amounts.

Relatively few of the partners responded that they made the various types of financial contributions to the partnership. As mentioned in the Limits section, respondents may have been unwilling to take the time to develop estimates (e.g., by making phone calls to verify dollar estimates, consulting calendars or documents) for these items. Also, the respondents may not have been the most knowledgeable person (about financial data) in the organization. Only 18.6 percent of respondents reported that they referred to records to provide estimates of money spent and value of donations. Some of the partners may have had difficulty attaching a dollar value to

their contributions for reasons such as promoting and supporting the census was an expected organizational activity, or within the realm of the organization's mission. We consider the reports of financial contributions to be rough estimates at best. The estimates may also be low if partners didn't remember to include values for donated staff time and other resources.

Across the five financial items (listed above), one-third of partners (33.8 percent) reported making "value-added" contributions and donations, as shown in Table 8. Only 16.4 percent of respondents reported dollar amounts that their organizations spent. Percentages of partners that received funds, gave funds, or budgeted funds for Census 2000 support were very small, 3.6 percent, 1.4 percent, and 2.6 percent, respectively. For the weighted percentages in Table 8, missing data were treated as a response of "no" to these items since many survey participants left these items blank (as mentioned in the Limits Section). There was a very large percentage of missing data for all financial items, ranging from 49.7 percent for Spent Dollars to 98.8 percent for Gave Funds (1.4 percent answered "Yes" to Gave Funds, but 0.2 percent neglected to write in the dollar amount of funds given).

4.4.5 Financial contributions and donations that partners made to the partnership

Table 9: Dollar estimates for financial contributions to support and promote Census 2000

	Weighted Medians & Totals ¹					
	Median (50th percentile)	Range	Weighted Total (standard error) Across All Partners	90% Confidence Interval of Weighted Total	Unweighted N	Weighted N
1. Dollars spent to pay for activities to support and promote Census 2000 (E1)	\$0	\$0 -- \$24,700,000	\$168,904,941 (\$34,221,487)	\$112,610,595 to \$225,199,287	4,727	42,487
2. Dollar value of "in-kind" contributions and donations (e.g., staff time, office space, equipment usage, etc.) (E2)	\$375	\$0 -- \$20,017,000	\$374,064,445 (\$107,745,808)	\$196,822,591 to \$551,306,299	4,887	43,144
3. Funds received from other organizations to support and promote Census 2000 (E4)	\$4,000	\$0 -- \$1,750,000	\$78,927,216 (\$16,577,026)	\$51,658,008 to \$106,196,424	498	2,730
4. Funds given to other organizations to support and promote Census 2000 (E5)	\$3,000	\$0 -- \$20,785,000	\$52,986,994 (\$26,000,776)	\$10,215,717 to \$95,758,271	219	1,045
5. Funds <u>explicitly budgeted</u> or <u>set aside</u> ahead of time for Census 2000 (E6)	\$5,000	\$0 -- \$24,700,000	\$91,420,487 (\$29,849,685)	\$42,317,755 to \$140,523,219	362	1,787

¹ All estimates include partners who responded "zero" to these items.

As shown in Table 9, we calculated a median value for each type of financial contribution/donation. We reported medians because they are less influenced by extreme values

than means, and the database contained one or more high-end values (e.g., \$20 million, \$24 million as shown in the range column). Based on these medians, it appears that partners contributed more in terms of in-kind contributions (median of \$375) than actual dollars (median of zero dollars).

The medians for the other three financial items are based on smaller numbers of responses, as shown earlier in Table 8. The only conclusion that can be drawn is that few partners gave money to organizations or received money, and few partners budgeted money (planned ahead and set aside funds) for Census 2000 efforts.

To determine the median dollar amounts spent and the value of in-kind contributions of partners that reported non-zero dollar amounts, we restricted weighted median calculations to cases with non-zero dollar amounts. We calculated these weighted medians for two financial items: actual dollars spent and value of in-kind contributions. As expected, the adjusted weighted medians are higher than those reported in Table 9³ as follows:

- Actual dollars spent: \$650 (unweighted N = 2,027; weighted N = 14,064)
- In-kind contributions and donations: \$1,000 (unweighted N = 3,496; weighted N = 29,012)

Medians were not adjusted for the remaining three financial items because they would not have changed. (Respondents were only to report a dollar value if they first answered "Yes" to a screening question indicating that they had received/given/budgeted funds.

We also calculated a second and additional adjustment for dollars spent based on the assumption that some respondents may have "double counted" dollars across the two items of dollars spent (first row of Table 9) and funds given to other organizations (fourth row of Table 9).

Respondents might have reported funds given to other organizations and also included those amounts in their estimates for dollars spent. To estimate unduplicated dollars spent, we subtracted the total funds given amount from the total dollars spent amount. The result of this unduplicated adjustment was that the weighted total was adjusted downward to \$116 million.

- Actual unduplicated total dollars spent - \$115,917,947 (90% confidence interval: \$16,852,324 to \$214,938,570)

We estimated the weighted unduplicated total's 90% confidence interval very conservatively. For example, we estimate the unduplicated total's lower bound by subtracting the 90% upper bound funds given ($\$52,986,994 + (1.645 * (26,000,776)) = \$95,758,271$ upper bound funds given) from the 90% lower bound total funds spent ($\$168,904,941 -$

³estimates in Table 9 included partners that reported "0" dollars

(1.645*34,221,487))=\$112,610,595 lower bound total funds spent) to estimate the unduplicated total lower bound of \$16,852,324.”

Also included in Table 9 are weighted totals for each of the financial items. The third column in the table lists the standard error with the weighted total for each financial item. The fourth column in the table lists the confidence interval of the weighted total for each financial item.

The confidence intervals are wide, another indication that there was wide variation in reported values for each of these financial items.

Given the wide variation and level of missing data, the best interpretation of these data is that the weighted totals represent a low end estimate for each financial item across all partners. These findings indicate that partners supported and promoted Census 2000 most through donations and in-kind contributions. The low end in-kind contribution value of \$196 million was more than actual dollars reported spent (\$112 million). The last two columns show numbers of organizations (unweighted, as well as weighted) that were included when calculating the totals for these financial items.

4.5 Helpfulness of procedures and processes used to facilitate the work relationship

The third component of the Partnership Model, Linkages, focuses on the types of processes and/or procedures that partners put into place to further the aims of the partnership. In the context of the Partnership Program, linkages were defined as the procedures and processes actually in place to facilitate or accomplish interactions between the Census Bureau and its partners. These linkages were of three types:

- 1) Liaisons: both the Census Partnership Specialists and the coordinator/liaison provided by an organization, if there was one,
- 2) Direct Census support: support the Census Bureau provided for partner-conducted activities, or any actual participation by Census staff in partner activities, and
- 3) Dissemination of materials: the process in place to provide an adequate supply of materials and to supply them when they were needed.

Partners' ratings for all three of the processes used to facilitate the partnership were positive. Partners were most positive about the process for supplying English partnership materials (79 percent) and the Census Partnership specialists (70 percent); specific results are presented in detail in the following sections. The pattern of results shows that linkages that were in place worked well for partners that used them.

4.5.1 Level of helpfulness of Census support to partners

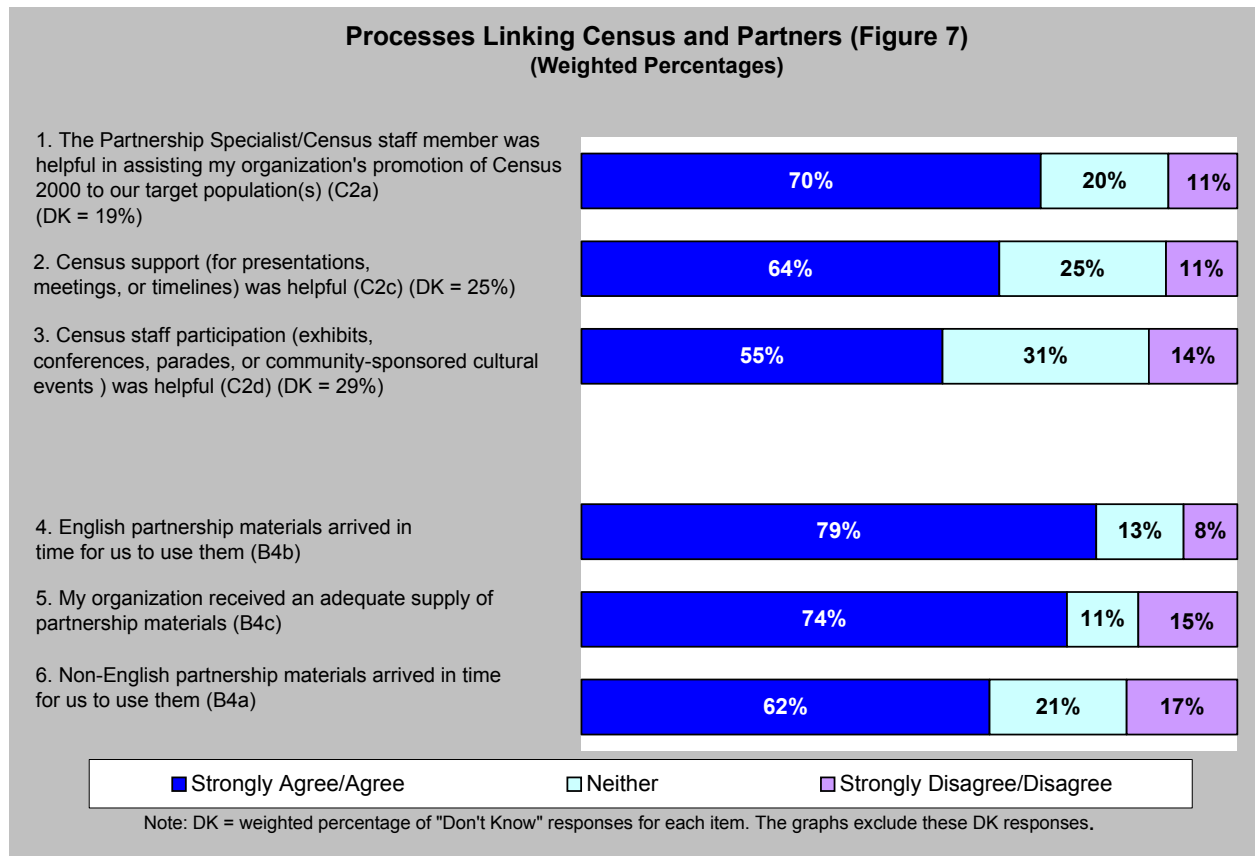


Figure 7 presents percentages of partner agreement with statements about the helpfulness of the Census Partnership Specialists and direct support. These results are based on responses of partners who had an opinion ("Don't Know" responses were excluded from these analyses).

Overall, most partners responded positively about the linkage processes; the sum of "Agree" and "Strongly Agree" ratings ranged from 55 percent - 79 percent for these six items. The negative ratings were all below 17 percent (combined "Strongly Disagree" and "Disagree" ratings)

Specific findings were that:

- The majority of partners (70 percent) reported that Census Partnership Specialists were helpful in assisting them to promote Census 2000.
- More than half of the partners reported that the direct Census support was helpful. Support for activities was helpful (64 percent Agree); Census participation was helpful to a lesser degree (55 percent).

Partnership Specialists were also mentioned frequently in qualitative comments. These comments indicated that these liaisons were friendly, pleasant, and courteous to deal with, as well as competent and informative.

4.5.2 Partners receipt of adequate supply of materials

Figure 7 also shows results related to partner opinions about the timeliness and adequacy of the supply of partnership materials. A majority of partners agreed that English materials arrived on a timely basis (79 percent) and that they received an adequate supply of these materials (74 percent). Overall, partners were satisfied with the process in place to furnish them with Partnership materials.

4.5.3 Partners receipt of language-specific printed materials

As shown in Figure 7, partners responded that non-English partnership materials arrived in a timely manner. Sixty-two percent of respondents that had an opinion agreed that these materials arrived in time to use them. However, of the set of six linkage items, more partners expressed a negative opinion (17 percent disagreed with the statement) about the timeliness of Non-English materials. The timeliness issue was also mentioned in qualitative comments. Comments indicated that in some cases these materials arrived too late for optimum use with their target population, and/or that more materials were needed.

4.5.4 Helpfulness of Census Coordinators or Liaisons to partners in achieving Partnership Program goals

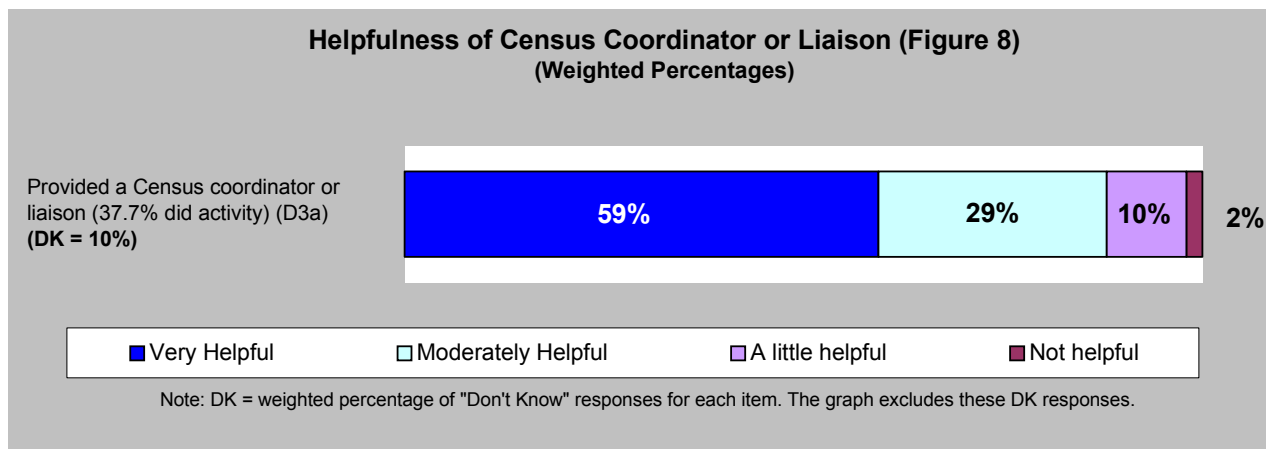
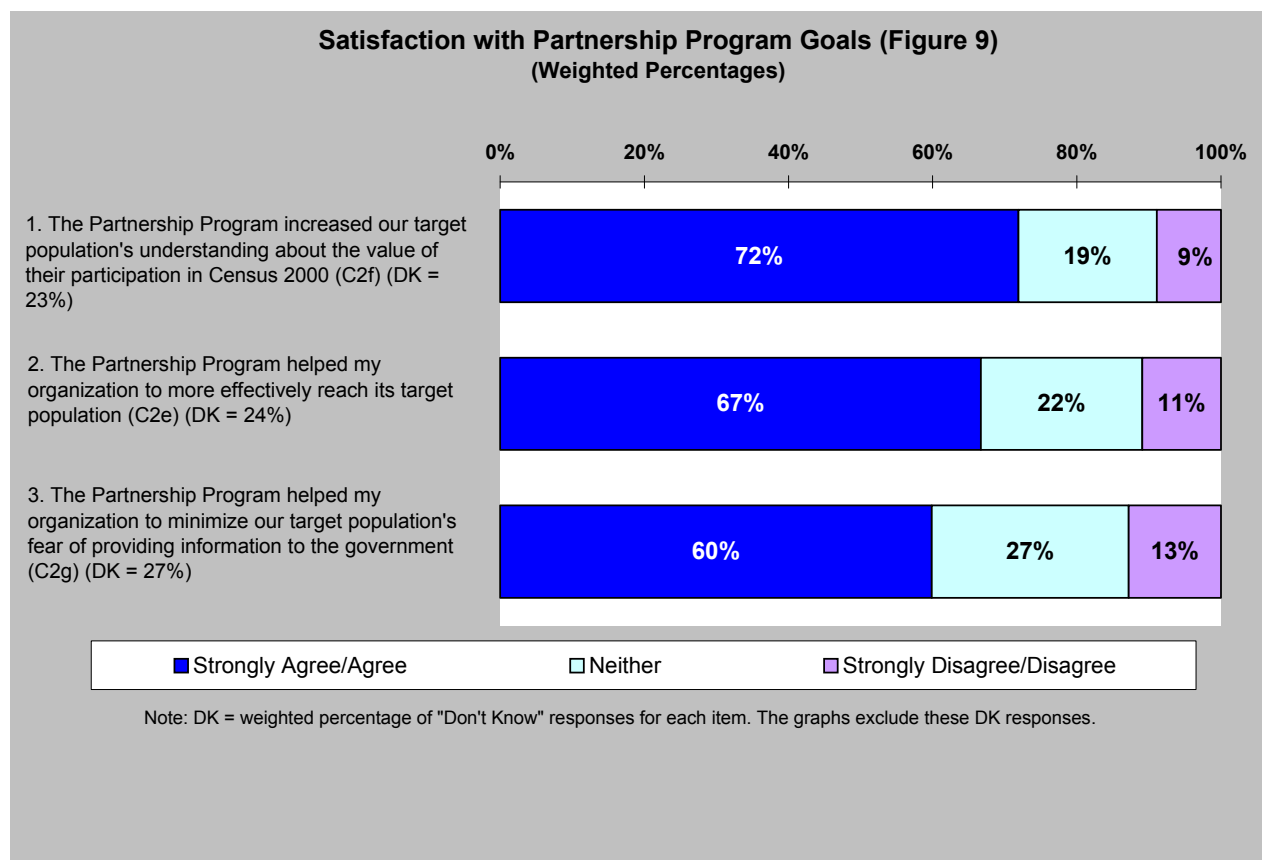


Figure 8 shows partner opinions about the helpfulness of the coordinators or liaisons their organization provided to work with the Census staff. These responses are based on the 37.7 percent (weighted percentage) of partners that reported they provided a coordinator/liaison. Eighty-eight percent of partners responded that their coordinator or liaison was helpful (59 percent "Very Helpful" and 29 percent "Moderately Helpful") in achieving the organization's partnership goals. Only two percent responded that the coordinator/liaison was "Not Helpful." This finding may be overly positive (inflated ratings), if we assume that in some cases the contact person who responded to the survey was the same person who served as that organization's liaison.

4.6 Satisfaction of partners with their participation in the Partnership Program

Three survey items assessed partners' opinions about how well "intermediate outcomes" of participation in the partnership were achieved (see Figure 9). These items were worded to ask about what the Partnership Program did for the organization's target population – an intermediate step in (1) increasing a target population's awareness of the Census and (2) increasing that target population's willingness to respond.



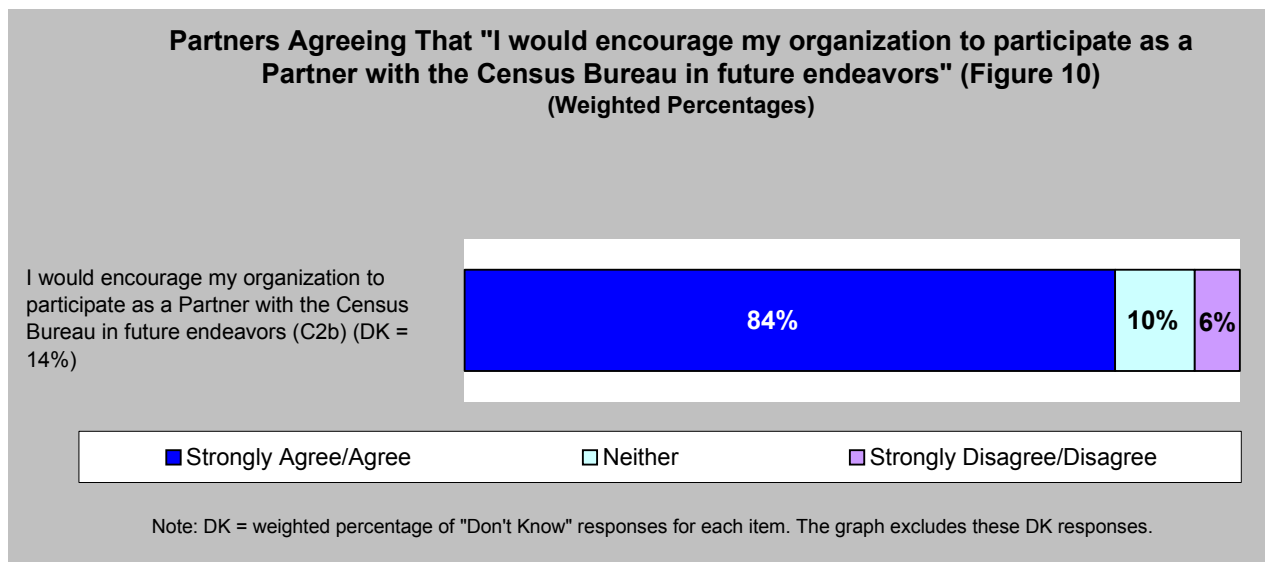
As shown in Figure 9, a majority of partners who had an opinion agreed with these goal statements, indicating that the Partnership Program helped them to reach their goals for participating. As described in a previous report section, the goal of minimizing the target population's fear was realized to a lesser extent (depicted by a lower Agree percentage -- 60 percent) relative to other goals of "...to more effectively reach the target population" (67 percent Agree) and "... increased our target population's understanding about the value of their participation in Census 2000" (72 percent "Agree").

4.7 Partners willingness to partner with the Census Bureau again

The survey included one item to assess overall satisfaction with the Partnership Program. The objective was to determine partners' behavioral intent to participate with the Census Bureau

again. (This item is analogous to a customer satisfaction context where the objective is to assess customer intent to make a repeat purchase.) The partners were asked to what degree they agreed or disagreed with the statement “I would encourage my organization to participate as a Partner with the Census Bureau in future endeavors.” Again, “Don’t Know” responses were excluded to determine the opinions of those who felt most qualified to evaluate the program.

An overwhelming 84 percent of partners that expressed an opinion were positive about their intent to participate as partners again. As shown in Figure 10, only six percent indicated by their responses that they do not wish to participate again, and ten percent were neutral. This is a strong indication that, from the partners' viewpoint, the program was an overall success.



Using correlational analysis, we investigated the relationship between partners’ ratings of main components (Materials and Activities) of the Partnership Program and their overall satisfaction with the Program. One analysis was conducted to determine the correlation between partners’ average ratings of helpfulness of materials and their willingness to encourage their organization to partner with the Census Bureau in the future. A second analysis was conducted to investigate the correlation (i.e., r) between average ratings of helpfulness of activities and willingness to partner in the future. A correlation coefficient (r) is a number between -1 and 1 which measures the degree to which two variables are linearly related.

The findings were similar for activities and materials. The higher the partners’ average ratings of helpfulness (of activities or materials), the more likely they were to be willing to encourage their organization to partner with the Census Bureau in the future $r = .44$ for helpfulness of activities, $r = .40$ for helpfulness of materials, both statistically significant at $p < .0001$).

Due to the large sample size, almost all of the linear relationships between specific materials/activities and willingness to partner again were significant. The magnitudes of the relationships were then examined to see if any were relatively larger or smaller than others. The

overall finding is that the helpfulness of all 29 partnership activities and 16 of the 17 partnership materials were positively related to willingness to encourage partnering with the Census Bureau in the future. (The relationships for the remaining two types of materials were probably weaker due to the small sample size.) The ranges of the correlations with willingness to encourage partnering with the Census Bureau in the future are as follows:

- Helpfulness of 29 partnership activities: all statistically significant correlations

Range of Correlations: From $r=.18$, $p<.0001$ for "identified migrant camps" to $r=.41$, $p<.0001$ for "Printed Census messages on my organization's products, bags, envelopes, sales bulletins, etc."

- Helpfulness of 17 partnership materials: 16 out of 17 statistically significant correlations

Range of Significant Correlations: From $r=.11$, $p<.06$ for "American Indian and Alaska Native Handbook" to $r=.39$, $p<.0001$ for "Congregational packets (information for religious organizations)"

4.8 Results of analysis of partner comments

4.8.1 Qualitative data collected and how they were analyzed

In addition to collecting opinion data through quantitative survey items, we also elicited qualitative responses from respondents. On the final section of the survey, respondents were given the opportunity to provide open-ended comments related to the following three content areas:

- 1) Positive aspects of the program;
- 2) Areas for improvement; and
- 3) Reasons why the program may not have helped partners effectively serve their target population(s).

Sixty-two percent of the respondents ($n= 5,641$) provided some type of write-in comment, ranging in length from several words to very extensive explanations. As the first step in coding these open-ended comments into content categories, we reviewed a subset of comments to identify any additional emergent content areas. We discovered that partners also provided negative comments -- issues and problems related to Census operations or to the Partnership Program. (We also identified two additional content areas of "General comments/non-evaluative" and "Uninterpretable/Irrelevant." We did not analyze in further detail any specific comments of these two types.)

We developed an additional category level that applied across all four main content areas (the three main content areas listed above plus negative comments). All four of the content areas had the following category structure:

- Census Operations
- Planning
- Staffing
- Materials
- Financial Resources
- Coordination/Communication with/by Census
- Coordination/Communication with Target Population
- General comments about the conduct of Census 2000 (e.g., the form itself, the count, money spent)

Several additional categories were applicable to one or another of the main areas listed above. These categories (listed by main area) were:

- 1) Positive aspects of the program: Praise for the Partnership Program and its components
- 2) Areas for improvement: Census 2000 Promotions; Target/educate specific population(s)
- 3) Negative comments about Census 2000: Complaints about the program and its components or about Census operations

We coded the full set of comments to reflect specific themes within the two-level category structure described above. We split many comments because they contained segments that fit into two or more of the categories. Once split, we also coded many comment segments with multiple codes to capture the different specific themes they contained.

We coded negative comments separately during the coding process. However, for the purposes of reporting results and making recommendations, we treated them as negatively worded suggestions for improvement (i.e., make a change, so as to avoid the issue or situation in the future). All themes presented in the following sections are based on numerous comment segments, ranging from 10 to 200 mentions. Suggestions or issues raised in only one or a few comment segments are not reported here. Specific quotes are included for some of the themes as examples of the sentiments that partners expressed. We also provide unweighted counts in parentheses to convey the relative frequency of these themes.

4.8.2 What partners viewed as the positive aspects of the Partnership Program

One third (33.8 percent) of the comment segments coded into the four main categories were positive in nature. For each major category, the most common themes expressed in these positive comments were:

Census Operations:

- Hiring of local enumerators was a positive factor (29)
- Address and map update efforts were helpful (24) (e.g., "The most important thing for the next census is the LUCA program, without it, the battle is lost before it starts.")

Staffing:

- Census Partnership Specialists were helpful, friendly, pleasant, courteous, etc. (182)
- Census Partnership Specialists were competent, knowledgeable, informative, etc. (131)
- Census workers/takers did their jobs well (89)

Materials:

- Materials in general were relevant, helpful, etc. (130)
- Promotional materials were well liked (66)
- Population-specific materials were very useful (50) (e.g., "Any partnership material geared towards students was helpful.")

Coordination/communication with/by Census:

- Good local support was provided by local Census office (105)
- Partner felt that there was a good working relationship with Census liaison/staff (50)

Coordination/communication with target population(s):

- Program provided a good channel for communicating with/serving target population (89)
- Having Census materials helped partner to communicate with/serve target population (76)
- Partner's involvement with Census program increased partner's credibility and/or Census Bureau's credibility (28)

Praise for the Partnership Program and its components:

- Program helped to: increase level of awareness of target population, educate them about the census, increase people's trust in the Census Bureau and/or its operations (150)
- Partner willing to participate again (102)
- Program increased community involvement, reached people in the community (93)
- Program in 2000 was a better effort than outreach efforts during previous census years (78)
- Partner achieved purpose(s) for participation (63)
- Program targeted special populations (53) (e.g., non-English speakers, immigrants, schools, etc.)
- Program increased or improved the count (45)

4.8.3 Recommendations partners made for improving future efforts with the Census Bureau

By major category, themes that occurred most frequently in the improvement comments (35.9 percent of the comments) and in the negative comments (22.9 percent of the comments) were as follows. The counts listed for each theme reflect the sum of the number of mentions for improvement comments and negative comments.

Census Operations:

- Allow for delivery of Census forms to P.O. boxes (vs. requiring street addresses), to reach more people via mail contact and reduce the volume of delivery problems (82)
- Maintain some type of awareness/education program between census cycles, maintain communications from the Census Bureau to U.S. residents (60)
- Put more (and early) effort into updating addresses, improving the accuracy of zip codes, etc. (59)
- Coordinate more closely with local post offices (27)

Planning:

- Start the planning process earlier, get partners involved earlier (217)
- Increase the involvement/planning at the local/community level (198)

Staffing:

- Improve the process for hiring enumerators; hire enumerators from the communities to be counted (114)
- Provide more training for Census staff and volunteers (76)
- Make changes in the way that Partnership Specialists are hired, trained, assigned, or in the length/breadth of assignment (58) (e.g., "Assign Partnership Specialists to entire cities, not to zip codes," and "Hire more Partnership Specialists.")

Materials:

- Send information/materials sooner (267)
- Send an appropriate supply of materials to partners (243) (in most cases, more materials, in other cases, fewer materials, e.g., "Big waste of money on materials.")
- Provide materials in more languages (86)
- Target materials to better fit the partner and its target population(s) (82)
- Provide a catalog of available materials to partners so that they can order specific types and quantities of materials (30)

Financial Resources

- Provide more funding/grants from the Census Bureau to partners, since many do not have other funding sources (136)
- Provide reimbursements to vendors in a timely manner (in situations where partners use vendors that are promised reimbursement with in-kind funds) (23)

Coordination/communication with/by Census:

- Improve the level and frequency of communications between local Census offices and partners (423)
- Make sure partners are aware they are in the Partnership Program, that what they do is considered a partnership activity (135)
- Ensure that information is related to partners consistently over time and by different Partnership Specialists (after liaison change) or levels of Census offices (52)
- Increase the coordination among levels of Census Bureau staff (34) (e.g., national and local)

Census promotions:

- Use a new [unique/suggested] marketing or outreach strategy (116)
- Give more presentations (by Census staff to partners' target population(s)) (36)

Target/educate specific population(s):

- Do more to target minorities, specific groups (30)
- Do even more to educate school children (24)

4.8.4 Reasons partners had for why the Partnership Program may not have helped them to effectively serve their target population(s)

Relatively few of the comments (7.4 percent) specifically addressed underlying program-related reasons for not effectively serving the target population(s). The key themes of these comments, with unweighted counts, were:

Planning:

- There was not enough planning of specific approaches/details for reaching the target population(s) (14)

Staffing:

- Too few of the target population were hired to effectively reach and communicate with that population (25)

Materials:

- Materials needed to be in a specific language (57)
- Materials arrived too late to be of optimum use with target population (38)

Resources (Financial and Human):

- Partner didn't have enough time to devote to carrying out partnership activities; activities conflicted with workload (39) (e.g., "At the time our school received census information, we were in a 'crunch time'.")
- Partner had budget constraints, didn't have financial resources to devote to the program (26)

Coordination/communication with/by Census:

- Census Bureau didn't provide enough support/information (62)
- Census staff didn't modify approach to fit the partner's view of the context and how best to proceed (45)
- Census Bureau didn't give enough direction after an initial contact, or decreased contact over time (25) (e.g., "The person working with us only came by once to bring bilingual materials. Phone calls were it.")

Coordination/communication with target population(s)/Factors related to specific target population:

- Target population has a distrust of government entities (59)
- Target population is transient, hard to reach, doesn't use English as a first language, etc. (10)

4.8.5 Conclusions and recommendations from partners' qualitative comments

The many positive comments about the program indicate that most partners were very satisfied with their experience. However, partners also provided many suggestions for improving the program in the future, both explicitly and through negative comments about their experiences during the Census 2000 Partnership Program. The following conclusions and recommendations for improving the Partnership Program are based on the themes from the partner comment data. Many of the themes expressed in the qualitative comments were directly related to programs or procedures put in place to encourage participation in Census 2000 and improve response, e.g., the LUCA program, Census-in-Schools for partner schools, the Religious Initiative, and "Be Counted" sites.

The qualitative comments touched on a wide variety of issues, because many partners essentially experienced the partnership at two levels. First, they were participants in the Partnership Program, receiving materials and conducting activities. Second, many partners were close observers of, or actual participants in, various programs (e.g., the LUCA program, the "Be Counted sites," the Questionnaire Assistance Centers, etc.) associated with the concrete operations of the census. For these partners, the issues were bound together; when asked to provide comments, they provided comments both inside and outside the bounds of the Partnership Program. The open-ended complaints and suggestions for improvements for the future reflect the broader views of these partners.

Overall, the write-in comments suggest that partners thought the program was beneficial. Over 100 comment segments specifically mentioned that partners were willing to partner again. Positive themes about participation in the program were that the 2000 Partnership Program:

- Increased the level of awareness about and understanding of the census;
- Increased community involvement in the census effort;
- Was a more effective approach than outreach efforts conducted during previous census cycles; and

- Provided a good channel for communicating with partner target population(s), especially through use of the Partnership materials.

The following recommendations for improving the Partnership Program and future census activities or operations are based on partner write-in comments.

- Increase the involvement of local and tribal governments in the LUCA program. Based on qualitative comments, partners felt that address and map update efforts were successful, and that even more time should be devoted to improving address files before the next census is mailed. Due to reported problems in delivery of census forms (mainly by Postal Service partners), the recommendation is to increase the level of involvement of local/tribal governments, as well as that of the Postal Service, to ensure that the master address file is as current as possible.
- Language-appropriate materials are needed. Written comments suggested that materials could be improved by making them available in more languages and by tailoring the materials more to fit partners and their target population(s).
- Maintain the focus on basic education and on the Census-in-Schools programs. Partner written comments suggested the importance of maintaining an ongoing education program between census cycles and maintaining communications from the Census Bureau. Additional comments by partner schools suggested targeting/educating school children as a specific improvement objective for the program.
- Repeat the use of Questionnaire Assistance Centers and "Be Counted" sites. Some partners suggested publicizing the existence and/or specific locations of these centers and sites more widely. Other comments were related to increasing both the number of these sites and the hours they are available to provide assistance.
- Establish a streamlined method for easily distributing Partnership Program materials to partners. This recommendation is based on both the comments complaining about timeliness (85 comments) and supply (194 comments) and the suggested improvements for distributing materials, e.g., send materials sooner (182 comments) and send more materials (49 comments). The objective of establishing a distribution mechanism would be to ensure that partners could control the supply they ask for and receive, as well as the timing for ordering and receiving them. Partners suggested accomplishing this by sending out catalogs showing the varieties of materials available, with order forms or automated telephone lines for placing orders. Another method to improve distribution would be to establish a web site that partners could directly access to order desired types and numbers of materials.
- Do more to ensure that more enumerators are hired from the specific neighborhoods or the specific race/ethnic populations to be counted. As mentioned in Section 4.2, an additional goal for partner participation in the Program was to place individuals from target populations into Census jobs (e.g., as enumerators). Partners that had these employment

concerns and/or concerns about enumerators being accepted in their target communities wrote negative comments about the application and hiring process. Comments indicated there was a lack of communication with job applicants and that there was much uncertainty as to who would be hired and when. Partners commented on the importance of hiring more enumerators from the targeted communities, both to increase acceptance of enumerators and to overcome target populations' fears of cooperating with the Census Bureau.

- Start the program earlier. Although no survey questions touched on issues related to planning, two of the types of comments most frequently written were related to planning. The themes of these comments were: "increase the involvement/planning at the local level" (198 comments) and "plan earlier" (196 comments). Partners felt they would do a better job of reaching their target population(s) by getting involved earlier.
- Provide funding opportunities. In over 100 written comments, respondents mentioned that the program could be improved in the future by providing financial support to program participants. The common theme was that organizations needed grants or funding so that they could do a better job, do more outreach, etc. In negative comments, partners stated that they didn't have enough internal financial resources or access to external financial sources, that their participation was limited because of a shortage of funds, or that reimbursement funds promised to partners' vendors were delayed or never received.
- Establish procedures to facilitate evaluation of costs associated with the program in the future. This recommendation is based on verbal partner comments made during the pretest phase of the survey development process. Pretest participants stated that if they knew that financial information was of interest to the Census Bureau, they would have kept better records of dollar expenditures and contributions of various types of resources. If the Census Bureau is interested in conducting a cost-benefit analysis of the Partnership Program in the future, then more accurate data about dollars spent, value-added contributions, staff time spent, etc. must be collected. That process could be facilitated by initially asking partners to track these data so that they can later provide estimates to the Census Bureau or to their Partnership Specialist. Another approach might be to provide basic worksheets or diary forms for tracking costs incurred, time spent, etc. The additional burden that such procedures would impose on partners would have to be weighed against the benefits of collecting cost data.

5. CONCLUSIONS AND RECOMMENDATIONS

The quantitative results showed that partners were satisfied with components of the Partnership Program and with their participation in it. The overall indicator of their level of satisfaction was that 84 percent of partners were positive about their intent to participate as a partner with the Census Bureau in future efforts. In terms of the Partnership Model, the underlying framework for the evaluation, we draw the following conclusions.

Partners' expected benefits of participation in the program were aligned with the Census Bureau's defined goals for the program. A majority of partners responded that they placed "Moderate emphasis" or "A lot of emphasis" on each of the five Partnership Program goals:

- Building awareness of the importance of the Census count in my organization's target population(s) (81 percent)
- Ensuring an accurate and complete count of my organization's target population(s) (80 percent)
- Ensuring the accuracy of Census data because we use it and rely on it (78 percent)
- Reducing the undercount among my organization's target population(s) (76 percent)
- Increasing the mailback rate from the 1990 level (70 percent)

From the partners' view, most contributions made to the partnership by each side were highly valued. The majority of partners that used each type of material supplied by the Census Bureau rated that material as "Moderately Helpful" or "Very Helpful" (see Table 3). Non-English materials were used by more than 90 percent of all organizations that received them, and these materials were also rated as "Moderately Helpful" or "Very Helpful" by more than 80 percent of partners that used them. The pattern was similar for partner contributions: the majority of partners that reported they conducted each activity rated it highly; mean ratings were above "Moderately Helpful" (3.0 on a four-point scale) for all 29 activities.

In terms of linkages, 70 percent of partners that reported interacting with Census Partnership Specialists also reported that they were helpful in assisting their organizations to promote Census 2000. Partners that received Census direct support also valued it; 64 percent reported that support for activities was helpful and 55 percent reported that Census participation in their activities was helpful. Seventy-four percent of partners replied that they had received an adequate supply of materials. Partners were also satisfied with the timeliness with which they received partnership materials, more so for English materials (79 percent) than for Non-English materials (62 percent).

We present the following recommendations as they relate to the Partnership Model. Recommendations are divided into the two main areas of "Practices that should stay the same" and "Practices that should change."

5.1 Practices that should stay the same

Survey results suggest launching the Partnership Program again in preparation for the 2010 Census. Most partners responded that the program was instrumental in helping them to: educate their target population about the value of participating in Census 2000, more effectively reach their target population, and minimize their target populations' fear of providing information (72 percent, 67 percent, and 60 percent "Strongly Agree" or "Agree" responses, respectively). These results explain why most partners (84 percent) would participate again.

Benefits partners seek to achieve by participating in the program:

- Continue to define common goals that partners perceive as benefits, to attract them to the program. One of the basic assumptions of the Partnership Model was that the success of partnerships depends on how well the separate and joint interests of the partners are served or met. For the most part, the goals defined as Partnership Program goals did represent joint interests of the Census Bureau and partner organizations. The pattern of results showed that partners similarly viewed the five main goals (see above). However, partners didn't identify as strongly with the goal of increasing the mailback rate; this goal was not as salient relative to the other four.

Contributions by the Census Bureau to help partners achieve expected benefits of participating in the program:

- Continue use of the variety of materials for education and awareness. Partners made use of what they received: for every type of material supplied, over three-quarters of partners said they used it. Posters, handbills, the example Census 2000 form, and promotional items were the most used items (among the partners that received them). These materials were instrumental in educating target populations (handbills and example form) and for increasing awareness of the Census (posters and promotional items).
- Continue to make use of the specific materials that were rated most used and most helpful. For example, posters and fact sheets were very well received. These materials were reported received by the largest percentage of partners, were used by most partners who received them, and had very high helpfulness ratings. The helpfulness rating for Census-in-Schools materials was second highest of 12 general types of materials that partners rated, indicating that these materials were well received by partner schools during the recent census and that their use should continue.
- Continue to develop and use language-appropriate materials. Non-English informational materials were well received, as shown by high usage ratings from partners that targeted Asian populations (56.7 percent) and Hispanic populations (59.7 percent). A majority of partners that received materials targeted towards Asian and Hispanic populations reported that they were "Moderately Helpful" or "Very Helpful" (86.9 percent and 83.7 percent, respectively). These were important tools for increasing awareness of and educating hard-to-enumerate groups, towards the goal of reducing differential undercounts.

Contributions by partners to help Census achieve program benefits:

- Encourage future partners to conduct the types of activities that partners considered successful during the Census 2000 cycle. Partners rated activities consistently high (all above 3.0 on a four-point scale). Individual activities that were rated most successful were "Sponsored events, exhibits, parades, speeches, etc.," "Established Complete Count Committee and conducted activities," and "Donated staff." Based on results of the survey, the Census Bureau can provide

guidance to future partners about which types of activities are successful with their target population(s).

Linkage procedures and processes for facilitating the partnerships:

- Continue to provide liaison support to partners through Partnership Specialists. The majority of partners (70 percent) agreed that Partnership Specialists were helpful in their organization's promotion of Census 2000. Eighty-eight percent of the 37.7 percent of partners that provided a liaison person also thought the coordination role was "Moderately Helpful" or "Very Helpful". These results indicate the value of specific contact persons appointed to coordinate and direct partnership efforts.
- Continue to provide direct Census support for partner activities and Census participation in those activities. Results similar to those for Census liaisons were found for other types of Census-provided support. Partners valued the direct support Census provided for their activities and direct participation in their activities (64 percent and 55 percent "Strongly Agree"/"Agree" responses, respectively).

5.2 Practices that should change

The following are recommendations for changes in current practices or suggestions for new practices that would be beneficial.

Benefits partners seek to achieve by participating in the program:

- Research and address other goals organizations might have for participating in the Partnership Program. One of the basic assumptions of the Partnership Model is that partnership success depends on how well the separate and joint interests of the participants are served. Four of the five goals included on the survey were defined by the Census Bureau and the fifth ("Ensuring the accuracy of Census data because we use it and rely on it") was added based on input from pretest participants. Making the effort to find out what explicit and implicit goals partners have for collaborating with the Census Bureau will help Census better understand its partners, and address their interests at the time partnerships are formed.
- Make partner benefits more explicit. Based on the Partnership Model, formalizing program goals with partners is an essential part of the preparation and formation phases of the process of forming organizational relationships. Success of a partnership depends on serving the interests of both participants; the more aware partners are made of how their interests will be served, the better they are likely to perform in the execution phase of the partnership. Stating shared goals has the potential to increase partners' level of involvement in the program (e.g., using materials and conducting activities to reach their targeted populations).

Contributions by Census to help partners achieve expected benefits of participating in the program:

- Re-evaluate the future use of specific materials that were rated least used and least helpful. The partner newsletter, videos, and Census 2000 press releases were used by fewer partners than the

other materials. The distributions of helpfulness ratings for these materials showed a slightly different (and less favorable) pattern than for other materials (see Table 3). If use of these materials is continued, then perhaps they could be distributed to specific partner types judged to make best (and most cost effective) use of them.

Contributions by partners to help Census achieve program benefits:

- Modify programs to require partners and Census partnership specialists to retain financial data. As reported in the results section, there was a very high level of missing data across all financial items. If an important part of the partnership program is to either track actual expenditures or get a rough idea of the costs involved in partner participation, then partners should be alerted to that requirement at the time the partnership is formed. A partner contribution to the partnership would be estimates or actual reports of dollar amounts and value of in-kind contributions.

Linkage procedures and processes for facilitating the partnerships:

- Research partners' needs for and provide formalization of partnership between partners and the Census Bureau. When contacted to participate in the survey, over 1200 members of the mailout sample clearly stated (by mail or phone) "[We] did not participate in this," or "[We] were not a partner." These contact persons did not know that the Census Bureau considered their organizations to be partners or did not know that what they did to assist the Census was considered participation in the program. The fact that members of sample didn't think of themselves as involved in a partnership is evidence that communication could be improved. There was not a shared definition of an organizational relationship. Having the Census Bureau liaisons -- the Partnership Specialists -- initially describe the program and its goals to participating organizations would be beneficial. Another procedure to consider is to instruct Census staff to consistently use the term "partners" with organizations in all communications with them, so that they understand they are part of the program. A more formal or structured partnership formation process would benefit the Census Bureau as well as the organizations approached to promote and support the census effort.
- Improve the process for furnishing materials to partners. To ensure that partners are able to get materials that they want to use for their activities, work on making this process driven by partners and/or more responsive to partners. Many qualitative comments touched on issues of timeliness and relevance of materials received. Partners suggested ideas for improving this linkage process (see qualitative results); attend to this partner feedback to make improvements.
- Establish a standard communication process for the Partnership Program. The purpose of developing and using such a network, no matter what method, technique, or technology is used, would be to facilitate communications between, and provide more and consistent information, between:
 - Partnership Specialists and Partners
 - Local level Census employees and all other levels of Census partnership staff

This recommendation is based on a very strong theme expressed in the qualitative results. Many partners complained that there was not enough communication between Census program personnel and partners, and/or that there was a lack of coordination or consistency of information among different levels of the Census Bureau and its partners. The one quantitative survey item that elicited a rating of the Partnership Specialist indicated that 70 percent of partners agreed that their Partnership Specialist was helpful. However, the Partnership Specialist was only one particular aspect of partner-Census communications; the qualitative comments addressed communications more generally.

An overall recommendation is to examine our organizational behavior model and develop a program within this context. Relationships are one-sided in contexts where mutual interests of partners are not considered or do not overlap much. On the other hand, there are relationships where organizations have many mutual interests. For example, government organizations that interact with the Census Bureau and/or rely heavily on Census data have very common interests and goals. The large percentage of government organizations in the sample may even have positively biased some of the survey results. It may be productive to identify different categories of partners based on overlap in goals and expected benefits. Then different types of relationships could be built, from very structured partnerships (e.g., that are sustained over the 10-year census cycles) to more casual relationships (e.g., where organizations serve mainly as conduits of information and materials).

An additional recommendation is to attend to and act on the qualitative comments that partners provided. If the Census Bureau intends to field the Partnership Program in the next census cycle, then these comments provide a rich source of issues and ideas. Respondents who provided comments were involved enough in the program and felt strongly enough about their roles and their observations to take the time to supply written feedback. As described in the summary of qualitative comments, many partners also offered unique insights into census operations, as well. Partners in relationships that provided a broader view of Census 2000 submitted these comments in an effort to participate in and assist with business processes.

It will be important to address issues raised by partners if the Census Bureau is approaching this effort as a true partnership program. Partners feel they have more rights in a partnership than in a one-sided relationship (e.g., where organizations function simply as distribution mechanisms). A public relations tool for a next effort would be to explicitly state that partner feedback was used to improve the program. For a future evaluation, the current issues and comments could be developed into quantitative items to administer in a standard manner (e.g., surveys or interviews) to determine if program changes lead to improvements from the partner perspective.

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Glossary

Census in Schools. "Making Sense of Census 2000" was a supplemental education program designed by Scholastic, Inc. to help students understand the census and involve their parents in the process. Materials were also available for use in adult education programs (GED, English as a Second Language and citizenship classes).

Community-based Organizations. Local groups tailored messages to their members and community residents, and advised the Census Bureau of the best ways to communicate with their constituents. They conducted numerous outreach efforts such as placing articles in their newsletters, placing posters in the organization, recruited for our operations efforts, and translated materials in languages other than English.

Complete Count Committees (CCCs). Established by the highest elected government officials in local communities, CCCs comprised key community leaders from government, education, media,

community and religious organizations and businesses. The Committees were the key to making communities aware of Census 2000 and motivated responses. Approximately 11,800 CCCs were formed during Census 2000 compared to 3,300 in 1990. In many cases, the Complete Count Committees worked behind the scenes developing numerous activities. Therefore, in most cases, community residents were not aware that many of the outreach activities they participated in were developed by the CCCs. Oftentimes, the Committees called themselves something other than CCCs.

Government Initiatives. Local and state governments identified a Census 2000 coordinator to develop a partnership; corrected census maps and address lists; recruited workers, placed questionnaires in accessible locations; and organized events.

National Partnerships. On the national level, the program was designed to implement promotional activities that could be sponsored and/or supported by national and non-governmental umbrella organizations.

Private Sector. The private sector endorsed Census 2000 by making public statements supporting the census; provided key company contacts to work closely with the Census Bureau; and placed census messages on products and bags and in bulletins and other sales communications including newsletters and payroll envelopes. Companies were encouraged to post recruitment and promotional materials and sponsor community events that promoted census participation.

Religious Initiative. Religious organizations have some of the most devoted, caring and service-oriented people in the world. Trained and mobilized, this group greatly increased the effectiveness of the census. The Census Bureau's religious outreach program provided special materials to help religious leaders spread the message to their congregations that answering the census is important, and to place announcements in newsletters and bulletins. Leaders recruited volunteers, provided space for applicants to be tested and trained, provided space for the Bureau to set up Questionnaire Assistance Centers and "Be Counted" sites, passed out multi-language materials, and provided space for Census 2000 activities.

Special Initiatives: There were special initiatives that were supplemental efforts to support regional and national programs. There were approximately 14 special initiatives implemented between January and August 2000 to help the regions expand the outreach to the hard-to-enumerate populations and increase the mail response. Some examples of the initiatives are:

- 1) Central and South American Populations - to increase participation by Central and South American populations.
- 2) Colonias - to increase participation among the linguistically isolated colonias.
- 3) Arab Populations - to develop materials that focus on the civic duty of participation, reducing mistrust of government, fear of identifying ethnicity, and other issues relevant to an immigrant population.
- 4) African and Caribbean Immigrants - to develop informational, instructional, and promotional materials along with motivational and confidentiality messages.

- 5) Natural Disasters - to address the appropriate enumeration procedures for victims of natural disasters such as hurricanes, tornadoes, and floods.
- 6) Joint Disabilities - to educate and motivate noninstitutionalized disabled and visually impaired persons.
- 7) Rural - to develop and implement strategies for reaching, informing, and motivating residents of the rural areas.
- 8) Urban and Rural American Indians and Alaska Natives - to develop materials that reach, inform, and motivate American Indians and Alaska Natives who were not living on reservations, and not participating in or using American Indian and Alaska Native facilities, agencies, etc.
- 9) Minority Colleges /Universities and Pan Hellenic Organizations - to reach, inform, and motivate minority college university students and faculty, and Pan- Hellenic organizations.
- 10) Joint Language Diversity - to develop special-language informational and promotional materials for the large and diverse populations where no other Census 2000 outreach efforts existed.